

INDIA FOR THE 2nd HALF OF JANUARY 1883—concluded.

IN SEERS OF 80 TOLAHS.

Lesser Millets, Nagi, &c. (Kavaru, Veragu, Sawee, Cheena, Coraloo, Muriwa, Nugee), <i>Pennisetum Miliaceum</i> , &c.									Gram.			Firewood.			Salt.						Districts.			PROVINCE.			
Present fortnight.			Past fortnight.			Corresponding fortnight of 1882.			Present fortnight.			Past fortnight.			Corresponding fortnight of 1882.			Wholesale.							Retail.		
S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.					Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.
...	No return received			Bangalore	Mysore.			
...	Kolar	...	...		
...	Tunkur	...	...		
...	Mysore	...	...		
...	Hassan	...	...		
...	Shimoga	...	...		
...	Kadur	Coorg.			
...	Chitaldroog	...	...		
26 10	24 9	22 10	27 1	24 12	25 13	110 0	110 0	110 0	10 5	10 4	...	9 4	9 7	8 9	Coorg	Mysore.			
...	22 4	22 0	18 8	...	...	...	14 8	14 8	...	14 4	14 4	12 0	...	...	...	...	...	...	Jeypore	...	...		
...	24 8	26 8	22 0	...	...	...	...	...	...	16 0	15 12	13 6	...	...	...	...	...	...	Kishengurh	...	...		
...	30 0	29 12	...	...	...	...	14 11	...	...	13 3	13 6	...	...	...	...	...	...	...	Kerrowlee	...	...		
...	29 0	29 4	10 8	...	...	...	15 13	15 13	...	15 6	15 6	12 10	...	...	...	...	...	...	Ulwar	...	...		
...	28 4	27 4	...	...	...	...	12 6	...	...	12 6	14 0	...	...	...	...	...	...	...	Bhartpore (City)	...	...		
...	23 8	24 0	24 0	60 0	60 0	70 0	17 0	17 0	...	15 0	15 0	12 0	...	...	...	...	...	...	Ajmere	...	...		
...	25 4	23 13	23 10	...	...	...	14 12	14 8	...	14 0	14 0	12 0	...	...	...	...	...	...	Deoli Cantonment	...	...		
...	R a. p.	R a. p.	R a. p.	...	...	...	...	...	...	...	...	...	...	...	...
...	23 6	23 0	20 0	160 0	160 0	170 0	2 13 9	2 13 9	...	13 0	13 5	12 0	...	...	...	...	...	...	Erinpura	...	...		
...	20 0	20 0	20 0	160 0	160 0	160 0	3 0 0	3 0 0	...	12 5	12 5	11 7	...	...	...	...	...	...	Sirohee	...	...		
...	18 8	11 4	16 0	160 0	160 0	160 0	3 8 0	3 8 0	...	11 8	11 8	10 8	...	...	...	...	...	...	Abu	...	...		
...	21 0	21 0	17 8	...	...	...	3 4 0	3 4 0	...	12 4	12 4	11 8	...	...	...	...	...	...	Anadra	...	...		
...	22 0	23 0	32 0	...	...	...	3 8 0	3 8 0	...	11 6	11 0	8 0	...	...	...	...	...	...	Hilly Tracts of Meywar	...	...		
...	18 5	18 12	18 12	200 0	200 0	200 0	S. Ch.	S. Ch.	S. Ch.	10 15	11 2	8 12	...	...	...	...	...	...	Meywar (Oodeypore)	...	...		
...	R a. p.	R a. p.	per md.	...	...	...	...	...	...	...	...	...	...	...	...
...	42 8	45 0	40 0	...	...	...	3 6 0	...	...	11 14	11 4	9 6	...	...	...	...	...	...	Banswara (Meywar Agency)	...	...		
...	26 5	26 9	25 10	...	...	...	2 5 6	...	...	17 1	16 9	9 6	...	...	...	...	...	...	Partabgarh ( " )	...	...		
...	22 3	22 8	...	...	...	...	2 8 0	2 8 0	...	15 0	15 10	...	...	...	...	...	...	...	Marwar (Jodhpore)	...	...		
...	S. Ch.	S. Ch.	S. Ch.	...	...	...	...	...	...	...	...	...	...	...	...
...	18 6	18 6	16 4	...	...	...	...	...	...	11 8	11 8	11 8	...	...	...	...	...	...	Bikaner	...	...		
...	29 0	30 0	28 0	160 0	160 0	160 0	13 0	10 4	...	11 0	12 8	10 0	...	...	...	...	...	...	Boondee	...	...		
...	30 0	28 0	26 4	240 0	240 0	240 0	13 4	12 8	...	11 6	12 12	12 0	...	...	...	...	...	...	Kotah	...	...		
...	23 0	23 6	21 5	160 0	160 0	100 0	12 10	12 0	...	11 8	12 6	11 12	...	...	...	...	...	...	Tonk	...	...		
...	25 15	26 2	22 1	...	...	...	10 14	10 14	...	10 10	10 10	8 13	...	...	...	...	...	...	Jhallawar	...	...		
...	22 0	22 2	21 0	160 0	160 0	160 0	14 4	14 4	...	11 12	14 0	14 0	...	...	...	...	...	...	Shahpoora	...	...		
...	29 5	28 0	20 13	...	...	...	13 8	13 8	...	10 11	12 10	12 10	...	...	...	...	...	...	Dholpur	...	...		
...	20 0	20 0	26 10	100 0	100 0	100 0	12 8	12 0	...	12 0	11 8	7 4	...	...	...	...	...	...	Indore	...	...		
...	24 8	24 0	19 7	109 8	109 8	118 10	...	...	...	11 14	11 14	10 1	...	...	...	...	...	...	Gwalior	...	...		
...	28 0	32 8	32 8	200 0	200 0	200 0	12 8	12 8	...	12 0	12 0	10 8	...	...	...	...	...	...	Goona	...	...		
...	34 8	34 13	30 0	160 0	160 0	160 0	12 8	12 8	...	11 12	11 12	10 12	...	...	...	...	...	...	Baghelkhand (Sutna)	...	...		

† Eight pies per bundle.

D. M. BARBOUR,
Secretary to the Government of India.

GOVERNMENT OF INDIA.
DEPARTMENT OF FINANCE AND COMMERCE.

SUPPLEMENT TO THE STATEMENTS OF PRICES CURRENT OF FOOD-GRAINS FOR THE 2nd HALF OF DECEMBER 1892 AND 1st HALF OF JANUARY 1893, PUBLISHED
IN PAGES 98, 99, 214 AND 215 OF THE SUPPLEMENT TO THE "GAZETTE OF INDIA," DATED 27th JANUARY AND 17th FEBRUARY 1893.

QUANTITIES PER RUPEE IN SEERS OF 80 TOLAH.																														AVERAGE WAGES PER MONTH.															
DISTRICTS.	Wheat.									Barley.									Rice.						Gram.						Firewood.						Salt.						Able-bodied Agricul- tural Labourer.	Slyce or Horse- keeper.	Common Mason, Car- penter, or Black- smith.
	Wheat.			Barley.			Rice.			Gram.			Firewood.			Salt.																													
	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.	Present fortnight.	Past fortnight.	Corresponding fort- night of last year.												
MADRAS.	Lesser Millets, Bagli, &c. (Kavara, Vana- go, Savara, Channa, Cornico, Nutha, Nutha, &c.), Pasa- cna, Miticuma, Bianina Coracana, &c.																																												
	Barush Millet (Cumbro, Bajra), Fenticilaria Spicata.																																												
	Great Millet (Cholam, Jowar), Holcus Sorghum.																																												
MADRAS.	2nd half of December 1892.																																												
	Godavary Tanjore South Canara																																												
	1st half of January 1893.																																												
BOMBAY.	Maidambad (Nakur)																																												

DEPARTMENT OF FINANCE AND COMMERCE,
(Statistical Branch.)

D. M. BARBOUR,
Secretary to the Government of India.

GOVERNMENT OF INDIA.
DEPARTMENT OF FINANCE AND COMMERCE.

Comparative Statement of the Net Indian Sea and Land Customs Revenue (excluding Salt Revenue) for the first ten months of the official year 1882-83, and of the eleven preceding years.
(IN THOUSANDS OF RUPEES.)

FOR THE TEN MONTHS, APRIL TO JANUARY.																										
YEAR.	BENGAL.				POENAB.				SINDH.				MADRAS.				BRITISH BURMA.				TOTAL EASTERN INDIA.				YEAR.	
	On Imports of Liquors.	On other Imports.	On Exports.	Total Revenue.	On Imports of Liquors.	On other Imports.	On Exports.	Total Revenue.	On Imports of Liquors.	On other Imports.	On Exports.	Total Revenue.	On Imports of Liquors.	On other Imports.	On Exports.	Total Revenue.	On Imports of Liquors.	On other Imports.	On Exports.	Total Revenue.	On Imports of Liquors.	On other Imports.	On Exports.	Total Revenue.		
1871-72 . . .	8.81	61.03	0.58	90.42	5.40	39.86	3.69	48.95	1.01	1.11	1.72	8.84	3.14	10.40	11.51	25.05	1.32	3.56	13.64	18.52	19.68	1,15,96	1,35,64	57.14	1,86,78	1871-72
1872-73 . . .	9.95	57.90	22.76	90.61	4.65	37.28	2.98	44.91	89	1.04	1.73	3.66	3.23	10.13	9.25	22.61	2.51	4.21	23.24	20.96	21.23	1,10,66	1,31,79	59.96	1,91,75	1872-73
1873-74 . . .	8.86	56.58	18.46	83.90	5.39	39.74	3.13	48.26	1.11	85	1.02	2.58	3.20	11.79	11.47	26.46	2.70	4.05	18.25	25.00	21.26	1,13,01	1,34,27	59.83	1,86,60	1873-74
1874-75 . . .	9.76	65.37	15.03	90.16	5.63	40.48	2.68	49.79	95	76	1.25	2.96	3.10	11.38	11.09	25.57	3.12	5.74	11.68	20.54	22.56	1,23,73	1,46,29	42.73	1,89,02	1874-75
1875-76 . . .	10.49	62.56	15.89	86.94	5.92	36.48	4.01	46.41	1.13	90	1.08	3.11	3.65	11.58	9.40	24.63	3.12	4.21	20.07	27.40	24.31	1,15,73	1,40,04	50.45	1,90.49	1875-76
1876-77 . . .	10.84	54.88	15.17	80.89	6.33	35.18	94	43.05	1.28	65	25	2.13	4.49	10.10	5.88	20.47	3.47	4.43	15.25	23.15	26.96	1,06,34	1,32,20	37.49	1,69.69	1876-77
1877-78 . . .	12.12	68.56	16.89	97.57	7.19	41.50	99	49.68	1.61	79	40	2.80	4.75	7.87	1.85	14.47	4.10	5.22	12.01	21.33	29.77	1,23,94	1,53,71	32.14	1,85.85	1877-78
1878-79 . . .	10.99	55.12	16.48	82.59	7.20	38.47	1.88	47.55	1.60	52	23	2.35	4.62	7.98	3.80	16.40	5.51	5.78	16.09	27.38	29.92	1,07,57	1,37,79	39.48	1,76.27	1878-79
1879-80 . . .	10.33	50.89	11.32	72.54	7.98	33.47	1.90	43.35	2.64	62	25	3.51	4.28	7.71	6.43	18.42	5.71	5.73	18.99	30.43	30.94	98,42	1,20,36	38.59	1,68.25	1879-80
1880-81 . . .	10.89	50.57	12.41	73.87	7.24	46.61	2.07	55.92	4.10	1.06	21	5.37	4.39	8.86	6.38	19.63	3.98	6.81	22.70	33.49	30.60	1,13,91	1,44,51	43.77	1,88.28	1880-81
1881-82 . . .	10.86	45.03	14.51	70.42	8.41	40.14	1.53	50.08	3.77	1.09	32	4.53	4.18	8.20	3.95	16.33	5.89	6.73	26.24	38.86	32.63	1,01,19	1,35,72	43.55	1,80.27	1881-82
1882-83 . . .	11.82	14	15.42	27.98	8.49	-1.01*	1.52	9.00	2.86	5	49	3.40	4.46	4	3.14	7.64	6.53	8	31.09	37.70	34.16	-70*	33.46	51.66	85.12	1882-83

* The amount refunded is greater than the duty collected.

DEPARTMENT OF FINANCE AND COMMERCE,
STATISTICAL BRANCH;
Calcutta, 20th February 1883.

D. M. BARBOUR,

Secretary to the Government of India.

GOVERNMENT OF INDIA.
REVENUE AND AGRICULTURAL DEPARTMENT.

REVIEWING THE ANNUAL REPORT OF THE GEOLOGICAL SURVEY OF INDIA
AND OF THE GEOLOGICAL MUSEUM, CALCUTTA, FOR 1882.

No. 668.

Extract from the Proceedings of the Government of India, in the Revenue and Agricultural Department, dated Calcutta, the 16th February 1883.

Surveys.

Read—

The Report of the Geological Survey of India and of the Geological Museum, Calcutta, for the year 1882, received with the Superintendent's letter No. 39, dated 29th January 1883.

RESOLUTION.

The following field-work was done by the Department during the year:—

Mr. Hughes was engaged in investigating the new coal-field of Umaria at the west end of the South Rewah Gondwaná basin, within 34 miles of Kutni station on the East Indian Railway. Borings to test the depth of the seams and the quality of the coal were made with highly favourable results by the local authorities. Mr. LaTouche was employed in examining the cretaceous coal-field of Darangiri in the Garo Hills. Mr. Foote has been engaged in the districts of Madura and Tinnevely, principally in completing his map of the coastal region; he also made a traverse across part of the Mysore gold-fields later on in the season. Mr. Bose has been continuing his work in Khandesh for another season, reporting on the cretaceous rocks of the Narbada valley. Mr. Hacket surveyed parts of the Arvali range in Southern Meywar, and also examined some intricate features along the Vindhyan boundary to the north-east of Neemuch. Mr. Fedden surveyed a large area along the coastal region of Kattywar from Bhávnagar to Madhapur. Mr. Blanford reported upon the coal deposits to the west of Sibi. Mr. Greisbach, on his return from England, was employed in the high Himalayas in continuation of his previous explorations. Mr. Oldham, after accomplishing his tour with the Manipur-Burma Boundary Commission, explored the Naga Hills and returned *via* the Assam valley.

2. The more detailed examination of the coal and iron beds of Central India, in connection with various railway projects is one of the chief features of the past season's work. The coal measures of Umaria in South Rewah, within easy distance of the East Indian Railway, have been very favourably reported on, and if these expectations are realized, a very extensive field has been opened to enterprise. First class iron ores abound in the same locality, and the railway extensions which are under contemplation will, if carried out, render the country easily accessible to the practical miner. The borings in the Shahpur field in the Central Provinces, which were brought to a close in October last, were less successful, and so far no valuable seams in the Sathpura region have been discovered. In the Garo and Jaintia Hills similar investigations for coal were conducted, and some considerable beds have been traced and mapped. The assistance the Geological Department can afford the Department of Public Works when new railway lines are under consideration, has long been recognised, and arrangements have now been made to ensure that the Geological Department should be invariably consulted in regard to all projected lines which would pass through mineral tracts.

3. Important work, though of a more purely scientific interest, was also accomplished in Manipur, the middle Himalayas, and the North-West Frontier by Messrs. Oldham, Greisbach and Blanford. The great services done by the last-named officer in the cause of Indian Geology are fittingly recognised in the Report in connection with his enforced retirement from the service through ill-health.

4. Two parts of the Memoirs, and Volume XV of the Records, of the Geological Survey were published during the year. They contain as usual a large number of interesting and valuable papers on Geological and other kindred subjects.

5. The Department continued under the charge of Mr. Medlicott, and the Government of India desires to record its sense of the zeal and ability with which it continues to be administered.

ORDER.—Ordered, that the above Resolution be communicated to the Superintendent of the Geological Survey, for information and communication to the officers of the Department, and also that it be published in the Supplement to the *Gazette of India*.

GOVERNMENT OF INDIA.
PUBLIC WORKS DEPARTMENT.

IRRIGATION OPERATIONS OF FASL RABI IN THE PUNJAB FOR 1882-83 UP TO 31st DECEMBER 1882.

CANAL DIVISION.	WATER DISTRIBUTED DURING DECEMBER 1882.				NAVIGATION RETURN CANAL.		LAND IRRIGATION (APPROXIMATE).		RAINFALL.		CHIEF CROPS (APPROXIMATE).		REMARKS.
	DEPTH IN CANAL AT REGULATING GAUGE.		GROSS CONSUMPTION, CUBIC FEET PER SECOND.		PRINCIPAL ITEMS OF TRAFFIC.		ZILA.	ACRES.	Average month.	During month.	Name.	Area in acres.	
	Full supply.	Actual throughout.	Estimated full supply.	Actual average throughout.	Up.	Down.							
1st Division	49	3-6		774	Gurdaspur	9,358	0-94	...	Wheat	117,334	The amount entering the Bari Doab Canal Head was 1,941 cubic feet per second. Compared with the same period of last year, there is a decrease of 21,610 acres; again, compared with December 1880-81, there is a falling-off of 39,203 acres. The decrease during the present season is said to be due to the heavy rain in the middle of September last, which enabled the cultivators to put in an unusual area of grain, which does not require irrigation; and to the wheat market being very dull, there was no inducement to far-ely the area of crop. The falling-off is entirely in the Lahore and Amritsar Divisions.
2nd Division, Main Branch, Lower	46	1-70		703	...	...	Amritsar	70,719	1-14	...	Barley	1,713
2nd do., Lahore Branch	30	2-40		407	...	...	Lahore	99,785	0-72	...	Mixed grains	9,480
Passing through Escapes	...	...	...	57	...	...	...	...	...	...	Miscellaneous	61,335
TOTAL BARI DOAB CANAL	3,073-60	1,941	179,862	179,862	The volume entering the Western Jumna Canal was 2,122 cubic feet per second. Compared with the corresponding period of the preceding year, there is an increase of 31,201 acres, of which two-thirds is in wheat.
Corresponding period of last year	...	...	3,073-60	1,786-19	...	...	...	201,481	...	...	...	201,481
Karnal Division	4-33	3-78		279	{	211,640 kurries, bullock &c.; 9,231 cubic feet timber, and 6,737 mds. fuel, &c.	Umballa	382	0-76	...	Wheat	118,435	
Delhi do.	5-70	4-85		579	{		Karnal	97,676	0-61	...	Barley	293	
Hansi do.	9-03	8-08		980	{		Delhi	19,362	0-70	...	Mixed grains	24,229	
Do. Balla Head	8-80	7-02		232	{		Rohitak	32,803	0-60	...	Miscellaneous	14,099	
Passing through Escapes	59	Hissar	34,417	0-30	On the Indraghat Canals, as compared with the corresponding period of last year, there is an increase of 39,033 acres.
TOTAL WESTERN JUMNA CANAL	...	...	2,546	2,129	...	211,949	...	157,056	...	...	...	157,056
Corresponding period of last year	...	...	2,546	2,038	...	120,755	...	95,765	...	...	...	95,765
Upper Sutlej Division	...	...	...	...	...	...	Lahore	30,000	...	...	Detail not obtainable for want of establishment.	...
Lower Sutlej and Chenab	Montgomery	70,000	0-52	There is an increase on the Perennial Canals of 39,672 acres.
Indus Canals	...	...	...	...	...	...	Mooltan	180,428	0-25	...	...	...
Muzaffargarh Canals	...	...	...	...	...	...	Dera Ghazi Khan	43,295	0-52	...	...	...
TOTAL INUNDATION CANALS	...	...	...	...	...	...	Muzaffargarh	157,330	...	...	...	...
Corresponding period of last year	486,053	486,053	There is an increase on the Perennial Canals of 39,672 acres.
PERENNIAL CANALS, GRAND TOTAL	...	...	...	...	...	...	...	447,020	...	...	...	447,020
Do. corresponding period of last year	...	...	...	...	...	...	...	386,918	...	...	...	386,918
Do. corresponding period of last year	...	...	...	...	...	...	...	297,246	...	...	...	297,246

T. HIGHAM,
Asst. Secy. to Govt., Punjab, P. W. D., Irrigation Branch.

GOVERNMENT OF INDIA.
PUBLIC WORKS DEPARTMENT.
RAILWAY TRAFFIC.

No. LI of 1882.

APPROXIMATE STATEMENT OF GROSS RECEIPTS AND EXPENSES OF INDIAN RAILWAYS.

Latest return received.	Railways.	Total length open.	RECEIPTS FOR WEEK ENDING 25TH DECEMBER 1881.		Total length open.	RECEIPTS FOR WEEK ENDING 23RD DECEMBER 1882.		TOTAL RECEIPTS FROM 1ST APRIL TO 31ST DECEMBER 1881.		TOTAL RECEIPTS FROM 1ST APRIL TO 23RD DECEMBER 1882.		Total Increase in 1882-83.	Total Decrease in 1882-83.
			Total.	Per mile open.		Total.	Per mile open.	Total.	Per mile open per week.	Total.	Per mile open per week.		
	<i>Guaranteed.</i>		₹	₹		₹	₹	₹	₹	₹	₹	₹	₹
31st Dec. 1882	Eastern Bengal . . .	172	98,865	575	193	1,22,746	636	40,87,261	620	44,53,840	671	8,66,588	...
31st ditto	Oudh and Rohilkhand . . .	547	1,20,024	219	547	98,109	179	35,94,442	172	36,25,686	174	31,244	...
31st ditto	Sind, Punjab & Delhi . . .	676	2,11,730	313	676	2,39,907	355	68,01,655	263	71,94,242	379	3,92,587	...
31st ditto	Madras . . .	858	1,36,920	160	861	1,41,371	164	45,81,992	139	50,47,546	153	4,65,554	...
31st ditto	South Indian . . .	655	60,214	92	655	89,440	137	27,67,831	110	23,16,042	113	48,211	...
31st ditto	Great Indian Peninsula . . .	1,447	6,99,176	483	1,458	7,23,886	496	2,30,30,079	415	2,34,20,996	422	3,90,917	...
31st ditto	Bombay, Baroda and Central India . . .	444	2,10,644	474	461	2,16,853	470	67,89,705	399	71,12,076	404	3,22,371	...
	TOTAL	4,799	15,37,573	320	4,851	16,32,312	336	5,16,52,965	281	5,36,70,437	291	20,17,472	...
	<i>State.</i>												
23rd Dec. 1882	East Indian . . .	1,504	10,26,795	683	1,507	9,24,914	614	3,23,44,695	561	3,25,02,720	562	1,58,025	...
23rd ditto	Calcutta and South-Eastern . . .	28	2,437	87	42	3,000	71	1,07,042	99	1,52,658	121	45,616	...
23rd ditto	Nalhati . . .	27	2,039	76	27	1,510	56	47,314	46	50,383	48	3,069	...
23rd ditto	Northern Bengal . . .	233	47,260	208	230	51,150	222	13,53,027	151	15,48,541	176	1,95,514	...
31st ditto	Tirhoot . . .	55	13,564	160	85	13,829	163	4,13,271	127	4,70,718	152	57,447	...
31st ditto	Patna-Gya . . .	57	11,005	193	57	10,204	179	3,68,182	169	3,65,471	168	...	2,711
23rd ditto	Muttra-Hathras . . .	29	1,884	65	29	2,818	97	98,515	88	92,116	83	...	6,399
23rd ditto	Cawnpore-Furrakhabad . . .	86	7,862	91	87	8,072	93	2,18,262	93	2,44,124	74	25,862	...
23rd ditto	Dildarnagar-Ghaziपुर . . .	12	755	63	12	991	82	28,574	62	32,712	71	4,138	...
23rd ditto	Rajputana-Malwa . . .	1,117	2,32,776	208	1,116	2,32,942	209	66,08,988	154	74,40,810	175	8,40,822	...
31st ditto	Wardha Coal . . .	45	12,167	270	45	12,827	285	3,51,753	204	3,97,189	231	45,436	...
31st ditto	Nagpur & Chhattisgarh . . .	98	8,833	90	149	21,785	146	2,04,648	80	3,78,875	68	1,74,227	...
31st ditto	Rangoon and Irrawaddy Valley . . .	161	19,889	124	161	20,866	129	9,78,273	158	10,17,701	165	39,428	...
23rd ditto	Sindia . . .	75	7,114	95	75	6,068	81	2,22,945	78	2,28,140	79	5,195	...
23rd ditto	Punjab Northern . . .	363	74,440	205	419	59,534	142	21,66,914	155	21,60,316	139	...	6,596
23rd ditto	Judus Valley and Kandahar . . .	660	1,13,713	172	660	1,08,104	166	36,97,842	146	36,74,317	146	...	23,526
31st ditto	Muttra-Achnera . . .	23	733	32	23	1,946	85	(a) 5,975	42	50,719	57	44,744	...
31st ditto	Kauria-Dharlia Tramway . . .	21	1,922	92	32	2,698	84	(b) 34,015	67	64,847	53	30,833	...
	TOTAL	3,120	5,58,393	179	3,249	5,58,344	172	1,69,05,540	144	1,89,78,637	151	14,73,097	...
	<i>Native States.</i>												
23rd Dec. 1882	Bhavnagar-Gondal . . .	193	32,350	168	193	14,628	76	5,22,320	88	6,02,105	81	79,785	...
23rd ditto	Nizam's . . .	121	12,690	105	121	18,724	155	5,64,724	122	6,24,335	135	59,611	...
23rd ditto	Mysore . . .	58	12,708	219	86	5,516	64	1,16,238	52	2,24,813	68	1,08,575	...
23rd ditto	Jodhpore . . .	...	...	...	19	708	37	...	...	(c) 14,211	29	14,211	...
	TOTAL	372	57,748	155	419	39,576	94	12,03,282	92	14,65,464	91	2,62,182	...
	GRAND TOTAL	9,795	31,80,509	325	10,026	31,55,146	315	10,21,06,482	274	10,60,17,258	279	39,10,776	...
	GROSS ESTIMATED EXPENSES	...	...	...	...	...	...	5,18,23,784	139	5,21,82,309	137	...	...
	NET RECEIPTS	...	...	...	...	...	...	5,02,82,698	135	5,38,34,959	142	35,52,161	...

(a) Total receipts from 12th November to 24th December 1881.
(b) Total receipts from 9th July to 24th December 1881.

(c) Total receipts from 24th June to 23rd December 1882.

Fort William,
The 23rd February 1883.

R. A. SARGEANT, Major, R.E.,
Offg. Under-Secretary.

No. LII of 1882.

APPROXIMATE STATEMENT OF GROSS RECEIPTS AND EXPENSES OF INDIAN RAILWAYS.

Latest return received.	Railways.	Total length open.	RECEIPTS FOR WEEK ENDING 31st DECEMBER 1881.		Total length open.	RECEIPTS FOR 8 DAYS ENDING 31st DECEMBER 1882.		TOTAL RECEIPTS FROM 1st APRIL TO 31st DECEMBER 1881.		TOTAL RECEIPTS FROM 1st APRIL TO 31st DECEMBER 1882.		Total Increase in 1882-83.	Total Decrease in 1882-83.
			Total.	Per mile open.		Total.	Per mile open.	Total.	Per mile open per week.	Total.	Per mile open per week.		
6th Jan. 1883	<i>Guaranteed.</i> Eastern Bengal . . .	172	R 1,32,468	R 770	193	R 1,29,483	R 671	R 42,19,729	R 624	R 45,83,332	R 670	R 3,63,603	...
6th ditto	Oudh and Rohilkhand . . .	547	1,21,573	222	547	97,932	179	37,16,015	173	37,23,618	174	7,603	...
31st Dec. 1882	Sind, Punjab and Delhi . . .	676	2,52,720	374	676	2,19,580	325	70,54,375	265	74,13,822	279	3,59,447	...
31st ditto	Madras . . .	858	1,31,464	153	861	1,25,483	146	47,13,456	139	51,73,029	153	4,59,573	...
31st ditto	South Indian . . .	655	81,774	125	655	1,02,809	157	28,49,605	111	29,19,311	113	69,706	...
31st ditto	Great Indian Peninsula . . .	1,447	9,42,679	651	1,458	6,98,658	476	2,39,72,758	421	2,41,14,654	422	1,41,896	...
31st ditto	Bombay, Baroda and Central India . . .	444	2,26,613	510	461	2,36,116	512	70,16,318	402	73,48,192	405	3,31,874	...
	TOTAL . . .	4,799	18,89,291	394	4,851	16,05,061	331	5,35,42,256	284	5,52,75,958	291	17,33,702	...
31st Dec. 1882	<i>State.</i> East Indian . . .	1,504	9,14,155	608	1,507	9,51,169	631	3,32,58,850	563	3,34,53,989	565	1,95,039	...
6th Jan. 1883	Calcutta and South-Eastern . . .	28	4,426	158	43	8,779	204	1,11,468	101	1,61,437	120	49,969	...
6th ditto	Nalhati . . .	27	1,421	53	27	1,713	63	48,735	46	52,096	49	3,361	...
6th ditto	Northern Bengal . . .	233	67,596	290	230	88,597	385	14,20,623	154	16,37,138	181	2,16,515	...
6th ditto	Tirhoot . . .	85	14,263	168	85	18,371	216	4,27,534	127	4,89,089	153	61,555	...
6th ditto	Patna-Gya . . .	57	9,128	160	57	11,517	202	3,77,310	173	3,76,988	168	...	323
31st Dec. 1882	Muttra-Hathras . . .	29	1,848	64	29	2,670	92	1,00,363	88	94,786	83	...	5,577
31st ditto	Cawnpore-Furrakhabad . . .	86	9,397	109	87	7,321	84	2,27,659	95	2,51,445	74	23,786	...
31st ditto	Dildarnagar-Ghaziपुर . . .	12	838	70	12	879	73	29,412	62	33,591	71	4,179	...
31st ditto	Rajputana-Malwa . . .	1,117	2,45,896	220	1,116	2,52,240	226	68,54,884	156	77,02,050	181	8,47,166	...
6th Jan. 1883	Wardha Coal . . .	45	16,189	360	45	19,349	430	3,67,942	206	4,16,538	235	48,596	...
6th ditto	Nagpur and Chhattisgarh . . .	98	10,713	109	149	25,136	169	2,15,361	92	4,04,011	102	1,88,650	...
6th ditto	Rangoon and Irrawaddy Valley . . .	161	23,550	146	161	23,852	148	10,01,823	158	10,41,553	165	39,730	...
31st Dec. 1882	Sindia . . .	75	6,024	80	75	7,295	97	2,28,969	78	2,35,435	80	6,466	...
31st ditto	Punjab Northern . . .	363	71,120	196	419	56,613	135	22,38,034	157	22,16,929	139	...	21,105
31st ditto	Indus Valley and Kandahar . . .	660	1,77,211	269	660	1,00,093	152	38,75,053	149	37,74,410	145	...	1,00,643
6th Jan. 1883	Muttra-Achnera . . .	23	970	42	23	1,141	50	(a) 6,945	42	51,860	57	44,915	...
6th ditto	Kaunia-Dharia Tramway . . .	21	1,497	71	32	5,869	183	(b) 35,512	67	70,716	56	85,204	...
	TOTAL . . .	3,120	6,62,087	212	3,250	6,31,435	194	1,75,67,627	146	1,90,10,072	152	14,42,445	...
31st Dec. 1882	<i>Native States.</i> Bhavnagar-Gondal . . .	193	34,253	177	193	14,735	76	5,56,573	85	6,16,940	81	60,267	...
6th Jan. 1883	Nizam's . . .	121	12,410	108	121	19,611	162	5,77,134	121	6,43,946	135	66,812	...
31st Dec. 1882	Mysore . . .	58	2,071	36	80	6,283	73	1,18,309	52	2,31,096	68	1,12,787	...
31st ditto	Jodhpore . . .	...	...	...	19	1,126	59	...	...	(c) 15,397	29	15,337	...
	TOTAL . . .	372	49,734	131	419	41,755	99	12,52,016	92	15,07,319	91	2,65,203	...
	GRAND TOTAL . . .	9,795	35,14,367	359	10,027	32,29,420	322	10,56,20,749	277	10,92,47,138	280	36,26,389	...
	GROSS ESTIMATED EXPENSES . . .	...	...	...	...	...	...	5,86,86,346	141	5,37,97,339	138	...	...
	NET RECEIPTS . . .	...	...	...	...	...	...	5,19,34,403	136	5,54,49,799	142	35,15,396	...

(a) Total receipts from 12th November to 31st December 1881.
(b) Total receipts from 6th July to 31st December 1881.

(c) Total receipts from 24th June to 31st December 1882.

FORT WILLIAM,
The 23rd February 1883.R. A. SARGEANT, Major, R.E.,
Offg. Under-Secretary.

GOVERNMENT OF INDIA.

REVENUE AND AGRICULTURAL DEPARTMENT.

REPORTS ON THE STATE OF THE SEASON AND PROSPECTS OF THE CROPS FOR
THE WEEK ENDING THE 20th FEBRUARY 1883.

GENERAL REMARKS.—Very little rain fell anywhere during the past week, being confined to slight falls in two districts of the Bengal Presidency and of the North-Western Provinces and Oudh, in a few places in the Punjab, and at Dibrugarh in Assam.

Agricultural prospects continue generally good throughout the country. In the eastern parts of Bengal and in the Umballa district in the Punjab more rain is still wanted; and some damage to standing crops from the recent rain is reported from Behar: locusts have re-appeared in one district in Bombay and cotton-blight is apprehended in Dharwar.

In the Bombay Presidency and in the Central Provinces the *rabi* harvest is in places completed, and in others still in progress, and cotton-picking continues. In the Madras Presidency the harvest still continues in all districts except Travancore where it has closed. In Bengal the sugarcane harvest is in full swing, and is generally expected to yield a good outturn. In Coorg rice and *rabi* crops are being threshed, and an improvement is also reported in the coffee-market.

Sporadic cattle disease is reported in a number of districts throughout India, and is especially severe in the Amherst district of British Burma.

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
Madras—(Feb. 21st)		
Bellary	Standing crops cotton and <i>cholum</i> diseased in parts; others generally in good condition; harvest paddy, dry grains, and sugarcane, yield average.
Kurnool	Standing crops affected by blight in parts, elsewhere in good condition; harvest dry grains, outturn below average; cattle disease in parts.
Ganjam	Standing crops cotton thriving; fever, small-pox, and cattle disease continue.
Kistna	Standing crops paddy and dry grains affected by grubs and blight in parts, elsewhere promising; harvest paddy and dry grains, outturn about average; small-pox continues; fever and cattle disease abating.
Chingleput (Madras)	Standing crops in good condition; harvest paddy, yield below average; small-pox and cattle disease in parts.
Coimbatore	Standing crops in good condition; harvest paddy and dry grains yield average; fever, cholera, and cattle disease in parts.
Tanjore	Standing crops in good condition; harvest paddy and dry grains, outturn below average; cholera abating.
Madura	Standing crops withering in parts; harvest paddy and dry crops; cholera and fever in parts.
Malabar	Harvest second crop paddy continues; small-pox in all tracts; fever and cholera in parts.
Travancore	Harvest over; fever and small-pox in parts.
		<i>General Remarks</i> —No rain any where; general prospects good.
Bombay—(Feb. 21st)		
Kurrachee	Fall in river on 14th 3 feet 10 inches against 3 feet 3 inches on same date last year; small pox increasing in Kurrachee, 28 fresh cases, 6 deaths from 11th to 14th February, total to latter date 164 cases, 48 deaths, remaining sick 64; fever in 8 talukas; slight cattle disease in three talukas; crops in Manjhand and Kurrachee damaged by frost; wheat, red rice, and <i>bajri</i> in Kurrachee 23, 32, and 33 lbs., in Kotri 30, 32, and 50 lbs., in Tatta 24, 36, and 44 lbs., and in Mirpur Batoro 22, 37, and 42 lbs. per rupee respectively.
Hyderabad	<i>Rabi</i> crops in fair condition; small-pox in 6, fever in 9, and cattle disease in 2 talukas; wheat 25, <i>bajri</i> 40, <i>jowari</i> 48, red rice 28, and white rice 22 lbs. per rupee.
Ahmedabad	<i>Rabi</i> crops thriving; wheat 29 and <i>bajri</i> 32 lbs. per rupee.
Baroda	<i>Rabi</i> crops fair; cotton-picking in progress; small-pox in parts of Naoasari division; <i>bajri</i> 30 and common rice 25½ lbs. per British rupee.
Surat	Cotton-picking continued; <i>rabi</i> crops harvesting; small-pox and fever in some places; <i>nagli</i> 51 and <i>jowari</i> 41 lbs. per rupee.
Rasik	Harvesting of <i>rabi</i> continues; cattle disease in Peint; wheat 25½, <i>bajri</i> 36, and rice 25 lbs. per rupee.
Colaba (Bombay)	Abnormal temperature <i>nil</i> on 14th, 18th, and 19th and 1° warm on all other days; vapour in air in excess of normal from 15th to 19th and in defect of normal on 14th and 20th; abnormal wind southerly on 16th and 17th, northerly on 19th and 20th; wind normal on all other days.

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
Bombay—contd.		
Poona		<i>Rabi</i> reaping nearly completed; small-pox continues; <i>bajri</i> 44 and <i>jowari</i> 59 lbs. per rupee, in Poona <i>bajri</i> 37 and <i>jowari</i> 46 lbs.
Ahmednagar		<i>Rabi</i> harvest in progress; <i>bajri</i> maximum 60 lbs. per rupee in Jamkhed, minimum 45 lbs. in Akola; <i>jowari</i> maximum 72 lbs. in Jamkhed, minimum 54 lbs. in Akola; cattle disease in 2 villages of taluka Karjat and in 1 of taluka Akola.
Sholapore		<i>Rabi</i> harvest in progress; <i>jowari</i> 72 lbs. 25 tolas and <i>bajri</i> 57 lbs. 31 tolas per rupee.
Dharwar		Harvesting of early crops almost completed, that of wheat and gram commenced; cotton improving in 2 and still suffering from blight in 8 talukas; other late crops good; fever in 3 and cattle disease in 1 taluka, rice minimum 26 and <i>jowari</i> 54 lbs. per rupee.
Kanara		Rice plants healthy; weeding and transplanting on coast; small-pox subsiding in Sirsi; fever in 2 talukas; common rice in Karwar 14 seers per rupee, in district average 15½ seers; weather fair.
Rajkot		General health good; weather cold; 2 cases of cholera in Navanagar; <i>bajri</i> 29 and <i>jowari</i> 36 lbs. per rupee.
		<i>General Remarks.</i> — <i>Rabi</i> generally good; harvest in progress; cotton suffering from blight in Dharwar; locusts in Chandgad Mahal of Belgaum; fever, small-pox, and cattle disease in several districts.
Bengal—(Feb. 20th)		
Chittagong	Nil	Weather fair; rain wanted; prospects of spring crops fair; prices stationary; small-pox still continues.
Dacca	Nil	Harvesting of mustard seed continues; sugarcane being cut; prospects of winter crops good; sowing of <i>boro</i> paddy completed.
24-Pergunnahs (Alipore)	Nil	Harvesting of late rice finished, that of sugarcane going on, yield estimated at about from 12 to 14 annas; <i>rabi</i> crops doing well; fever and cholera abating.
Moorshedabad	Nil	<i>Boro</i> rice is being sown; winter crops doing well, and a fair harvest expected; cholera has abated; small-pox reported from Dowlutabad.
Rajshahye	Nil	Weather getting warmer; prospects of crops generally favourable; <i>boro</i> paddy being transplanted; public health fair.
Burdwan	46	Weather hotter; prospects of crops fair; public health indifferent.
Itanagore	Nil	Prospects of crops favourable; harvesting of mustard seed, sugarcane, and ginger begun; cholera less prevalent.
Bhagalpur	Nil	Prospects of crops good, but much damage from caterpillars reported near Peerpointee; general health good, but some small-pox reported.
Purneah	Nil	Prospects of crops good; public health improving.
Patna	Nil	Prospects of <i>rabi</i> crops continue good; public health good.
Durbhunga	13	Tobacco and <i>rakar</i> crops said to have been injured by late rain; wheat and barley ripening; prices rising slightly; public health good.
Hazaribagh	Nil	Weather—days warm, nights cool; prospects of crops favourable; a few cases of ordinary fever and small-pox reported; general health good.
Cuttack	Nil	Weather seasonable; reaping of late rice completed, with an average outturn of 13 annas; <i>dalia</i> rice and wheat progressing well; public health good.
		<i>General Remarks.</i> —There was a little rain in Burdwan and Durbhunga during the week, but none in the other reporting districts; weather generally getting warm; rain wanted in parts of Eastern Bengal; <i>rabi</i> crops generally reported to be favourable, except that in some places in Behar they are said to have been somewhat damaged by recent rain; sugarcane harvest is in full progress, and is generally expected to yield a good crop; some of the earlier <i>rabi</i> crops, especially mustard, have begun to be reaped; sowing of <i>boro</i> rice still proceeding; both fever and cholera have abated, but in Nuddea mortality from fever is still reported to be very considerable; a few sporadic cases of small-pox reported from some districts, and of cattle disease from a few.
N.-W. Provinces and Oudh—		
Benares (Feb. 20th)	No rain	Prospects for <i>rabi</i> crops good; no sickness; prices steady.
Allahabad (" 21st)	Slight shower in Phulpur.	No rain elsewhere; little damage to wheat from frost; prices slightly rising; health good.
Gorakhpur (" 19th)		Weather fine; crops promising; pulses being gathered; labour in demand; prices stationary.
Jhansi (" ")		Weather cloudy; prospects of crops excellent; gram beginning to ripen; prices fluctuating; small-pox continues; cattle disease decreasing.
Agra (" 20th)	No rain	Weather cloudy since Thursday; <i>arhar</i> and gram injured by frost; small-pox in three parganas; general health good; prices rising slightly.
Bareilly (" ")		Weather cloudy and threatening rain or hail; everything normal.
Meerut (" ")		Weather cloudy and close; rain expected; cane sowings commenced; health good; prices steady.
Kumaon (" ")	No rain	Weather cloudy; crops good; general health good; cattle disease continues; prices stationary.

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
N.-W. Provinces and Oudh—contd.		
Lucknow (Feb. 20th)	No rain	Sky cloudy; wind easterly; prospects of crops good; prices steady; general health good; small-pox in Lucknow abating.
Partabgarh (" ")	" " "	Clouds come and go; crops flourishing; peas ripening; sugarcane in mill; no material change in prices; health reports good, but small-pox lingers in Kunda tahsil.
Sitapur (" ")	No rain	Weather has been cloudy for four days; prospects still good; general health good; supplies ample; prices almost stationary.
Fyzabad (" ")	Slight rain in week	Prospects of crops continue good; sugarcane in mill; general health good; prices steady.
Rae Bareilly (" 19th)	" " "	Sky cloudy during the last three days and wind shifting; further rain would be injurious to the standing crops; slight small-pox in tahsil Rai Bareilly; general health good; prices steady.
Cawnpore (" 20th)	No rain	Weather cloudy; some damage to gram and <i>arkhar</i> from frost; prospects good; health generally good; prices nearly stationary.
Farukhabad (" ")	" " "	Weather seasonable; slight clouds; health on the whole good, but small-pox has not quite died out in Chibraman tahsil; crops prospering; prices have slightly risen.
<i>General Remarks.</i> —There has been slight rain in Allahabad and Fyzabad, and most districts report cloudy weather; the prospects of the <i>rabi</i> crops are good; some damage has been done by frost in Agra and Aligarh; the general health is good; small-pox continues to be reported from a few districts, but is abating in Lucknow; cattle disease continues in Kumaon, Moradabad, and Jhansi; prices as a rule are steady.		
Punjab—(Feb. 20th)		
Delhi	" " "	Small-pox in city and district continues; prices fluctuating; harvest prospects good.
Hissar	" " "	Health good; <i>rabi</i> crops thriving, but injured slightly by blight in some places; prices fluctuating.
Umballa	" " "	Health good; state of <i>rabi</i> crops improved, but more rain wanted; yield expected to be somewhat below average; prices stationary.
Jullundur	Slight rain	Health good; prices steady.
Amritsar	" " "	Health and harvest prospects good; prices steady.
Lahore	" " "	Health and harvest prospects good; prices rising.
Ferozepore	" " "	Health and harvest prospects good; prices stationary.
Sialkot	Slight rain	Two feet nine inches snow at Murree; a few cases of cattle disease in the Murree and Pindigheb tahsils, and of fever in the Attock and Fattahjang tahsils; <i>rabi</i> prospects good; prices falling.
Rawalpindi	1.5	Health and harvest prospects good; prices steady.
Peshawar	Slight rain	Health and harvest prospects good; prices stationary.
Mooltan	" " "	Health and harvest prospects fair; prices steady.
Dera Ismail Khan	Very slight rain	<i>General Remarks.</i> —The health of the Province is good, and the harvest prospects promising; rain is wanted in the Umballa district.
Central Provinces—		
Nagpur (Feb. 21st)	" " "	Sultry and cloudy; <i>rabi</i> crops good; harvesting and weather likely to be excellent; health good; small-pox prevalent; prices falling.
Jubbulpore (" 20th)	" " "	Weather cloudy and close; prospects favourable; <i>rabi</i> in good condition, and reaping of wheat commenced; health good; wheat 20, and rice 15 seers per rupee.
Bangor (" 19th)	" " "	Weather cloudy and close; public health good; no epidemic.
Seoni (" 20th)	" " "	Weather cloudy, hot; cutting of wheat begun; fever prevalent; prices stationary.
Hoshangabad (" ")	" " "	Days hot, nights cool; <i>rabi</i> being harvested; public health good; small-pox prevalent; wheat 16, and rice 11, seers per rupee.
Raipur (" 17th)	" " "	Nights cool, days getting warm; prospects favourable; wheat in places ready to be cut; health good; prices stationary.
Sambalpur (" 10th)	" " "	Weather clear; prospects and health good; rice 50 seers per rupee.
Khandwa (" 20th)	" " "	Weather clear; <i>rabi</i> reaping completed; small-pox prevalent; prices steady.
<i>General Remarks.</i> —Weather clear and getting warm; <i>rabi</i> being harvested; prospects favourable; small-pox prevalent in a few districts, otherwise public health good; prices stationary.		
British Burma—		
Akyab (Feb 17th)	" " "	Two deaths in town and seven in district from cholera, and eight deaths in district from small-pox, otherwise public health good; cattle disease severe in one township.
Rangoon	" " "	Four deaths from cholera and two from small-pox, otherwise public health good.
Bassein	" " "	Public health good.
Prome	" " "	Public health good.
Amherst (Moulmein)	" " "	Public health good both in Moulmein and district; two hundred and twenty-four deaths of cattle reported from two townships.
Toungoo	" " "	Public health and health of cattle good.
<i>General Remarks.</i> —Some cholera, otherwise public health good; cattle disease in two or three districts.		

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
Assam—		
Gauhati (Feb. 20th)	<i>Nil</i>	Weather seasonable; public health good; lands being ploughed for <i>aus</i> ; mustard being gathered.
Sylhet (" 21st)	<i>Nil</i>	Ploughing for spring sowings going on; <i>boro</i> paddy being transplanted; sugarcane harvest said to be good; cholera in Habiganj and South Sylhet.
Cachar (" ")		Weather getting warmer; outturn of winter crops much below that of last year for want of rain; three deaths from small-pox from Katigara, and three from Hailakandi reported; no cholera reported.
Dibrugarh (" ")	<i>00</i>	Weather seasonable; sugarcane being crushed; prospects good; mustard promises well.
Mysore and Coorg— (Feb. 21st)		
Bangalore		Crops in good condition; prospects fair.
Mysore		Crops in good condition; prospects fair.
Mercara		Threshing of rice and <i>rabi</i> crops continues; <i>vysakh</i> crop thriving; coffee market improving; prices of food grains falling; fever and small-pox in North Coorg and Padinalknad taluk.
		<i>General Remarks.</i> —The crops in the Province are in good condition; sowing and harvesting operations continue; prospects fair; public health good; prices unaltered.
Berar and Hyderabad (Feb. 21st)		
Amroiti		Harvest of <i>rabi</i> crops continues; prospects good; wheat 16 and <i>juari</i> 26 seers per rupee.
Akola		Prospects favourable; reaping of <i>rabi</i> crops commenced.
Hyderabad		<i>Rabi</i> sowings concluded; reaping of <i>rabi</i> crops continues; small-pox prevails; a few cases of cholera are reported; prices—wheat 16½, coarse rice 11, white <i>juari</i> 25½, and <i>tur</i> 26½ seers for halli sicca rupee of 16½.
Central India States— (Feb. 21st)		
Indore		Weather fine and clear; health good.
Morar (Gwalior)		Health and prospects good; weather cloudy.
Sutna		Health and prospects good.
Neemuch		Crops are said to have suffered slightly, as reported last week; weather cloudy; public health good.
Goona		Health and crops good; wheat 23 seers 3 chittacks per rupee.
Bhopal		Weather cool; crops and public health good.
Nowgong		Weather cloudy; prospects of <i>rabi</i> favourable; prices steady, health good.
Rajputana—		
Abu (Feb. 21st)		Weather windy and cold; health good.
Sirohi (" 18th)		Weather pleasantly cool and cloudy; health and prospects good; wells full.
Marwar (" 16th)		Weather cold; health and prospects good; water obtained from wells.
Harowtee (" 19th)		Weather cloudy and colder; slight damage to grain; health good.
Jhallawar (" 14th)		Weather cloudy and milder; crops promising.
Ajmere (" 20th)		Slight fever still prevalent; grain crops slightly injured through cold.
Jeypore (" ")		Weather cloudy; prices firm; prospects favourable; health good.
Ulwur (" ")		Passing clouds; wheat and barley likely to suffer if no change in weather.

E. C. BUCK,

Secretary to the Government of India.

GOVERNMENT OF INDIA.
LEGISLATIVE DEPARTMENT.

ABSTRACT OF THE PROCEEDINGS OF THE COUNCIL OF THE GOVERNOR
GENERAL OF INDIA, ASSEMBLED FOR THE PURPOSE OF MAKING
LAWS AND REGULATIONS UNDER THE PROVISIONS OF
THE ACT OF PARLIAMENT 24 & 25 VIC., CAP. 67.

The Council met at Government House on Friday, the 16th February, 1883.

PRESENT:

His Excellency the Viceroy and Governor General of India, K.G., G.M.S.I.,
G.M.I.E., *presiding*.
His Honour the Lieutenant-Governor of Bengal, C.S.I., C.I.E.
His Excellency the Commander-in-Chief, G.C.B., C.I.E.
The Hon'ble J. Gibbs, C.S.I., C.I.E.
Major the Hon'ble E. Baring, R.A., C.S.I., C.I.E.
Lieutenant-General the Hon'ble T. F. Wilson, C.B., C.I.E.
The Hon'ble C. P. Ilbert, C.I.E.
The Hon'ble T. C. Hope, C.S.I., C.I.E.
The Hon'ble C. H. T. Crosthwaite.
The Hon'ble Rájá Siva Prasád, C.S.I.
The Hon'ble W. W. Hunter, LL.D., C.I.E.
The Hon'ble Sayyad Áhmad Khán Bahádur, C.S.I.
The Hon'ble H. J. Reynolds.
The Hon'ble H. S. Thomas.
The Hon'ble R. Miller.
The Hon'ble Kristodás Pál, Rai Bahádur, C.I.E.

INDIAN RAILWAY ACT, 1879, AMENDMENT BILL.

The Hon'ble MR. ILBERT moved that the Report of the Select Committee on the Bill to amend the Indian Railway Act, 1879, be taken into consideration.

He said that the object of the Bill was to make two or three minor amendments in the Indian Railway Act of 1879. The Bill as originally introduced was confined to three points:—first, the sanction required for the first opening of a railway or part of a railway for the public conveyance of passengers; secondly, the inspection of the railway which had been opened; and thirdly, the powers of Railway Authorities to impose fines on their servants. Since the Bill was circulated, several valuable suggestions had been made as to further points in which the Act might be amended. However, the Committee thought that, as the extension of railways in this country would probably necessitate before long a general revision of the Act and the preparation of a Bill to meet the growing wants of the country, it would be expedient to confine themselves to matters with which the Bill before them was concerned, and to leave suggestions on other points to be considered when the whole law relating to Indian railways was dealt with. Accordingly, the Committee had made only such amendments in the Bill as they deemed necessary or desirable in order to give better effect to the present intentions of the legislature. These amendments were briefly as follows:—

(1) The Committee had enabled the Governor General in Council to appoint officers, either by name or by virtue of their office, to be inspecting officers under the Act.

They had drawn section 5 B so as to render it unnecessary for the Governor General in Council specially to appoint an officer to inspect any particular railway; and, as it might, in some cases, be desirable that sanction should be obtained at once to the opening of a railway, and that the inspecting officer's report should be communicated by telegraph, they had omitted the provision requiring that officer's report to be in writing.

(2) They had given the Governor General in Council power to confer, in any particular case or class of cases, on the inspecting officer the power to sanction the opening of a railway or portion of a railway. As the Bill was drafted, this power had to be conferred in each particular case, and they considered that it would be more convenient to enable a general power to be conferred on the inspecting officer for dealing with any particular class of cases, such as minor additions to, or extensions of, a railway.

(3) They had reserved to the Governor General in Council a power to review any sanction given by an inspecting officer, and to cancel or modify it.

(4) To meet a case when it was desirable to sanction the opening of a line subject to conditions which were to be complied with by a Railway Administration, they had expressly declared that the sanction might be absolute or subject to conditions. They had accordingly provided that, when a conditional sanction was granted for the opening of a railway and the conditions were not complied with, the sanction should at once be deemed to be void, and that the railway should not be used until sanction was again obtained.

(5) To provide for the case where, after sanction had been given for the opening of a railway, an alteration was made in it by the Administration, they had prohibited the use of any portion of a railway so altered as to interfere with the safety of passengers, until formal sanction had been obtained for the opening of the portion for the public conveyance of passengers.

(6) They had conferred upon officers appointed to inspect railways the additional power of inspecting the rolling-stock used on a railway.

The Committee had made no alteration in the section of the Bill which related to the powers of Railway Authorities to fine their servants. The effect of that section, as it was originally drawn and as it now stood, would be to give Railway Authorities in India the same powers with respect to the infliction and recovery of such fines as was given to Railway Companies in England by English legislation.

The Motion was put and agreed to.

The Hon'ble MR. ILBERT also moved that the Bill, as amended, be passed.

The Motion was put and agreed to.

MERCHANT SHIPPING BILL.

The Hon'ble MR. ILBERT also presented the further Report of the Select Committee on the Bill to amend the law relating to Merchant Shipping. He said :—

"I should like to take this opportunity of explaining the reasons which have induced the Committee to make a considerable change, not in the substance, but in the form of the Bill.

"The Bill, as originally introduced, repealed and re-enacted, with certain amendments, two of the later Indian Merchant Shipping Acts, Act IV of 1875 and Act XIII of 1878.

"When the Bill was before the Select Committee, it was decided that it would be advisable, for the convenience of persons connected with Merchant Shipping, to make the Bill more of a consolidating measure, and accordingly it was expanded into Bill No. II, which repealed and re-enacted not only Act IV of 1875 and Act XIII of 1878, but also the unrepealed portions of Act I of 1859 (the principal Indian Merchant Shipping Act), Act XIII of 1876,

and Act VII of 1880, chapter III. Bill No. I consisted of 31 sections: Bill No. II consisted of 157 sections, and was in appearance, though not in reality, a somewhat formidable measure. Now I fully admit the great practical convenience of being able to find the whole of the Statute Law on a given subject within the four corners of a single Act, and accordingly I think that the rule which we have adopted in India of repealing old law and re-enacting it with the necessary amendments, instead of passing a series of amending Bills, is a sound general rule to follow. It is a rule which cannot, under ordinary circumstances, be followed in England, for reasons which any one who is acquainted with English Parliamentary procedure will readily appreciate. But those reasons do not apply out here, and, as I have said, it is a useful general rule to observe.

"On the other hand, there is another sound general rule which has to be borne in mind, and that is, that in subjects like Merchant Shipping it is desirable to make the Indian Statute Law correspond as closely as possible to the English Statute Law. It is very inconvenient for a merchant or a seaman to find himself under one shipping law in London and under a totally different shipping law at Calcutta. Accordingly in dealing with those branches of Merchant Shipping Law which are not regulated by Act of Parliament, and with respect to which we have power to legislate for ourselves, we have always taken care that our legislation shall conform as closely as circumstances will admit to Imperial legislation, and whenever any important amendment of the law has been made in England, we have usually followed suit at no distant interval out here.

"But if we were to pass the consolidating Bill which was prepared last year, we should not be bringing our Indian Merchant Shipping Law into harmony with English Merchant Shipping Law. On the contrary we should be enacting for Indian ports certain provisions which have been repealed as to, and are no longer in force in, English ports. The provisions to which I refer are contained in Act I of 1859, and relate to the subjects of advance notes, of arrest without warrant, and of imprisonment for desertion.

"These sections were copied from corresponding enactments in the English law. But those corresponding enactments, or as much as remained of them, were deliberately repealed in 1880 by the English Parliament by an Act which extends only to the United Kingdom and leaves the Indian law untouched. So that if we enacted them here, we should be departing from instead of following the English law. And although it is perfectly true that when in the process of consolidation we re-enact any particular enactment, merely for the purpose of simplifying the form of the law, we are not to be taken as expressing any opinion in our legislative capacity as to the intrinsic merits of that enactment; yet I think it might be urged with some show of reason that, having regard to the obvious desirability of making the English and the Indian Merchant Shipping Acts harmonious, we ought not to re-enact for India what has been repealed for England without justifying the difference which we should be thus maintaining between the laws of the two countries. Whether the alterations recently made in the English Merchant Shipping Law as to desertion are or are not beneficial, and whether similar alterations ought not to be made in the Indian law, are questions on which I shall be fully prepared to express my opinion when the time for discussing them arrives; but until that time does arrive, I think we had better avoid any form of legislation which would afford an opportunity for raising these difficult questions. Accordingly, we have thought it more prudent to steer quite clear of these delicate topics by cutting down our Bill to its original form of an amending Bill.

"There are two further considerations which reconcile me to the abandonment of last year's project of consolidation. The first is, that I shall probably have, before the end of the present winter session, to propose some further amendments of the Merchant Shipping Law, so that our consolidating Act would be swiftly followed by an amending appendix. The second is, that the consolidation which would have been effected, if the Bill had become law in last

year's form, would have been a very incomplete—I might almost say illusory—consolidation of the existing Merchant Shipping Law. It would only have consolidated so much of that law as is contained in the Indian Statute-book : it could not have comprised any part of the English Merchant Shipping Acts. But the Indian Merchant Shipping Law is a mere fringe on the English Merchant Shipping Law, much as under the old system in England the rules of equity were a fringe on the rules of common law, and the scattered enactments which make up this fringe are hardly intelligible without a reference to the still more numerous and scattered enactments which make up the body of the garment.

“ However, as I said before, I fully admit the inconvenience of having to search for the law up and down a large number of Acts ; and although we do not at present see our way to removing this inconvenience by consolidation, yet I think we may find a practical, even if it be a temporary, remedy for it by bringing together in the form of a digest the various enactments, whether contained in the English or in the Indian Statute Book, which make up the sum total of the Indian Merchant Shipping Law. I hope that we may with the help of the Legislative Department be able to prepare some such digest as this before the end of the current year, which is the date at which we propose that this new Bill should come into force.”

BENGAL PILOTS BILL.

The Hon'ble Mr. ILBERT also presented the Report of the Select Committee on the Bill to give power to arrest persons whose evidence is needed under Act XII of 1859.

RULES OF BUSINESS.

The Hon'ble Mr. ILBERT also moved that the following amendments be made in the Rules for the conduct of the legislative business of the Council of the Governor General, namely :—

(1) That after Rule 17 the following be inserted, namely :—

“ 17A. The Council may, at any time after leave to introduce a Bill has been granted, direct that the Bill be published in such manner as the Council thinks fit.”

(2) That in the fourth paragraph of the 24th Rule the word “and” be omitted, and that the following be added to that paragraph, namely :—

“and the date on which the publication has taken place, or, where publication in more than one Gazette or in more than one language is ordered, the date on which the publication in each such Gazette and each such language has taken place.”

(3) That to the 24th Rule the following paragraphs be added, namely :—

“ When the Committee recommend the republication of a Bill which was originally ordered by these Rules or by the Council to be published in more than one Gazette or in more than one language, they shall, in the absence of anything to the contrary in their report, be taken to recommend that the Bill be republished in every such Gazette and every such language.

“ If the Committee are of opinion that it is unnecessary to republish the Bill in any such Gazette or in any such language, they shall, in their report, state the grounds of their opinion.”

(4) That after the 29th Rule the following be inserted, namely :—

“ 29A. Notwithstanding anything in the foregoing Rules, it shall be in the discretion of the President, when a motion that a Bill be taken into consideration has been carried, to submit the Bill, or any part of the Bill, to the Council section by section. When this procedure is adopted, the President shall call each section separately, and, when the amendments relating to it have been dealt with, shall put the question ‘that this section, or (as the case may be) this section as amended, stand part of the Bill.’ ”

He said that the object of the first amendment was to supply what appeared to be an omission in the rules. Under the rules as they stood, there was

no provision made for the publication of a Bill, for the introduction of which leave had been asked, until a motion had been made, after the introduction of the Bill, that it be referred to a Select Committee, taken into consideration or circulated for opinion. As the principle of the Bill might be discussed when any such motion was made, it was considered desirable that the Council should be enabled to have the Bill published as soon as leave to introduce it was granted, so that the public might have an opportunity of giving their opinions as to its provisions, and members of Council might be in a better position to discuss its principle and provisions, when the time for discussion arrived. With respect to the last three of the amendments, he had on a previous occasion explained pretty fully the reasons which induced the Government to propose them, and the objects aimed at by each of them, and he did not think it necessary that he should recapitulate to-day what he had said before. These amendments had been for some time before the public, they appeared to have received general approval, and he had not received any suggestions for their modification. Under these circumstances, all that was necessary was that he should formally move that they be taken into consideration and the rules be passed.

His Excellency THE PRESIDENT said:—"Before I put the amendment I should like to point out that the present arrangement is rather more anomalous even than my hon'ble and learned friend has stated it to be; because, under Rule 22 of the existing Rules, 'the Governor General, if he see fit, may order the publication of a Bill, together with the Statement of Objects and Reasons which accompanies it, in such Gazettes and languages as he thinks necessary, although no motion has been made for leave to introduce the Bill.' So that you can publish a Bill before introducing it, but you cannot publish it; under the Rules, immediately after leave is given to introduce it, but must wait until it has actually been introduced. I think that sufficiently shows that it is by an accidental omission in the Rules that such an anomaly exists, and that it is quite right that it should be removed."

The first amendment was put and agreed to.

The second and third amendments were also put and agreed to.

The Hon'ble KRISTODÁS PÁL said:—"My Lord, before the last amendment is put to the vote, I wish, with Your Lordship's permission, to make a few general remarks. In the first place, I desire to express my high appreciation of the enlightened and liberal spirit in which changes in the Rules of Business of this Council have been proposed to-day. The primary object of these changes, as the hon'ble and learned Member has explained, is to afford the public a better and fuller opportunity to discuss the measures laid before this hon'ble Council. I will not go over the grounds which have been already traversed by the hon'ble and learned member in proposing the changes in question, but I submit that the public feel deeply grateful to Your Excellency's Government for the steps that are being taken to give a wide publicity to legislative measures, to enlist the co-operation of the Press in their discussion, to educate and strengthen public opinion, and thus to legislate in the broad light of day.

"While upon this subject I venture to invite the attention of Your Excellency and of the hon'ble Council to some points connected with the Rules of Business of this Council. Rule 9 provides that, after a motion is made, the debate shall be opened by the junior member, who shall be followed by the other members in consecutive order. Although I am the youngest member of this hon'ble Council, and have had no experience of the working of its rules, still it strikes me that this rule is a source of much practical inconvenience. It may happen that, after the mover of a motion has spoken, the junior member may quite concur with him, and may have, therefore, little to add to what has been already said; but after hearing other members, who may object to the motion, he may wish to answer them, but under this rule he will be tongue-tied. He must speak first, or not at all. Practically, therefore, the junior member and those immediately above him are put under a bann. I am not aware of any

legislative assembly, society or corporate body which has such an inexorable rule. I think this rule requires amendment.

"The next point is the publication of a Bill when material alterations have been made in it by the Select Committee to which it may have been referred. Already a motion has been carried to-day that, if in any case the Select Committee should recommend the publication of the amended Bill, it should be published for general information. I make no doubt that the Select Committees will act in the spirit in which the new rule has been made; but supposing that in any case a Select Committee should act otherwise, surely any member of the Council ought to be at liberty to move that an amended Bill should be published for the reason stated. I think it necessary to mention that considerable dissatisfaction is now and then produced in the public mind on the score of scant opportunities allowed to the public for the discussion of a Bill at the last stage, though radical alterations might have been made in it at that stage. The rules of the old Legislative Council, better known as Lord Dalhousie's Legislative Council, were more liberal in this respect. Rule 85 of the old Council ran as follows:—

"LXXXV. Any member may likewise move in Council that the draft be republished for general information, on the ground that the amendments which may have been adopted are of so new and important a nature that the Act ought not to be passed without being previously published for general information; and, if the motion be carried, the amended Bill shall be published, and notice may be given of a day on which the third reading and passing of the Bill will be moved."

"I would humbly recommend the adoption of this rule and extend it to Bills when they have been subjected to material alterations by a Select Committee."

The hon'ble speaker then proceeded to point out the absence of a rule to permit private individuals to be heard by counsel in respect of private or personal Bills as under Rule 29 of the old Legislative Council.

The Hon'ble MR. HOPE said he thought the Hon'ble Member was out of order in speaking upon points which were not then before the consideration of the Council.

His Excellency THE PRESIDENT :—"Strictly speaking, no doubt, the Hon'ble Member is out of order in referring to portions of the Rules not before the Council. I was going to make that remark myself afterwards; but I thought that, as this is the first occasion on which we have had the pleasure of hearing the Hon'ble Member addressing us in this Council, I should be acting in accordance with the wishes of the Council if I did not interrupt him. Strictly speaking, Mr. Kristodás Pál can only speak on the motion before the Council at this moment; but of course it is open to him to make suggestions to Government on the points on which he desires to represent his views. If my hon'ble friend Mr. Hope presses his objection, I must rule in his favour; but I was anxious to hear what my hon'ble friend Mr. Kristodás Pál had to say."

The Hon'ble MR. HOPE remarked that there was considerable inconvenience in discussing in the Council matters which were not before it for discussion.

His Excellency THE PRESIDENT :—"Then, if objection is taken, I must rule my hon'ble friend out of order. At the same time, I hope that he will do us the favour of indicating his views to the Government on the points to which he desires to draw attention, and I can assure him that they shall receive full consideration."

The Hon'ble KRISTODÁS PÁL explained that, before venturing to address the Council, he had consulted the hon'ble and learned Law Member, who had advised him not to move substantive amendments, but to confine himself to general remarks and suggestions for the consideration of the Council.

The Hon'ble MR. ILBERT said he thought what he intended to say to the hon'ble member was this—that although in his opinion it would be out of order to move any substantive amendment of which notice had not been given, he thought there would be no objection to suggestions being made and general outlines given of proposed alterations, not with the object of inviting discussion, but that they might be moved and discussed on some future occasion.

The fourth amendment was then put and agreed to.

The Hon'ble MR. ILBERT gave notice of his intention to propose a very minor amendment of the rules, which had been necessitated by the recent changes in the arrangement of the tables. Under the existing rules, it was provided that the Commander-in-Chief should sit on the right of the President, and the Governor or Lieutenant-Governor should sit opposite to the President. There was some little inconvenience in giving strict effect to that rule under the existing arrangements, and as a matter of fact the rule had not been observed. Accordingly, he would suggest that the rule should be modified in this way, namely, by substituting for Rule 5 the following :—

“That the Governor or Lieutenant-Governor and Commander-in-Chief should sit on the right of the President; the Legal Member should sit wherever it might be convenient; and, subject to these provisions, the Members should sit according to seniority, the Junior Member sitting to the left of the President.”

HIS HONOUR THE LIEUTENANT-GOVERNOR said that, while deprecating the wrath of the Hon'ble Mr. Hope and the risk of being called to order by the President, he wished to say one word. He thought it would be a very salutary change if the rule requiring members to speak without rising from their chairs be altered, so as to provide that hon'ble members should speak standing instead of sitting.

HIS EXCELLENCY THE PRESIDENT said he must rule that His Honour the Lieutenant-Governor was out of order. A rule which applied to the junior member of the Council was equally applicable to the Lieutenant-Governor.

The Council adjourned to Friday, the 23rd February, 1883.

R. J. CROSTHWAITE,

Additional Secretary to the Government of India,

Legislative Department.

CALCUTTA;

The 16th February, 1883.

GOVERNMENT OF INDIA.
LEGISLATIVE DEPARTMENT.

ABSTRACT OF THE PROCEEDINGS OF THE COUNCIL OF THE GOVERNOR
GENERAL OF INDIA, ASSEMBLED FOR THE PURPOSE OF MAKING
LAWS AND REGULATIONS UNDER THE PROVISIONS OF
THE ACT OF PARLIAMENT 24 & 25 VIC., CAP. 67.

The Council met at Government House on Friday, the 23rd February, 1883.

PRESENT:

His Excellency the Viceroy and Governor General of India, K.G., G.M.S.I.,
G.M.I.E., *presiding*.
His Honour the Lieutenant-Governor of Bengal, C.S.I., C.I.E.
The Hon'ble J. Gibbs, C.S.I., C.I.E.
Major the Hon'ble E. Baring, R.A., C.S.I., C.I.E.
Lieutenant-General the Hon'ble T. F. Wilson, C.B., C.I.E.
The Hon'ble C. P. Ilbert, C.I.E.
The Hon'ble T. C. Hope, C.S.I., C.I.E.
The Hon'ble Rájá Siva Prasád, C.S.I.
The Hon'ble Sayyad Áhmad Khán Bahádur, C.S.I.
The Hon'ble Durgá Charan Láhá.
The Hon'ble H. J. Reynolds.
The Hon'ble H. S. Thomas.
The Hon'ble G. H. P. Evans.
The Hon'ble R. Miller.
The Hon'ble Kristodás Pál, Rai Bahádur, C.I.E.

MERCHANT SHIPPING BILL.

The Hon'ble MR. ILBERT moved that the Reports of the Select Committee on the Bill to amend the law relating to Merchant Shipping be taken into consideration. He said that he explained at the last meeting of the Council the reasons which had induced the Select Committee of this year to make a change in the form of the Bill, and that the Bill which he was now asking the Council to take into consideration was substantially the Bill which was agreed to by the Select Committee of 1881; that was to say, it was the original Bill *plus* the substantial alterations and additions which were made by the Select Committee of last year *minus* the additions which were made for the purpose of consolidation. The original Bill made two or three amendments in the existing Merchant Shipping Law. The most important of those amendments were these: First, provision was made for the appointment of an officer who was called the Port Inspector, and who, in addition to performing the duties now performed by the Health Officer, was entrusted with the duty of inquiring into any complaints which on the arrival of a ship in port might be made by any of the crew against the master or against any others of the crew. Secondly, addition was made to the class of cases in which Marine Courts of Inquiry were to be held. Thirdly, power was given to the Local Governments to fix a scale of provisions for less than which a master was prohibited from contracting with any lascar or Native seaman; and, lastly, a provision was inserted in the Bill to the effect that, when the service of any lascar was to end at any port not in British India, the agreement between him and the master should invariably stipulate for his return to British India, and not merely for his employment on board some vessel bound to such other port as might be agreed on, possibly not in British India.

That was the Bill as originally introduced. The Select Committee of 1882 agreed on sundry amendments and additions which he would notice. The most important of the amendments were as follows:—

- (1) To meet a doubt that had arisen, it was provided, in section 5 of the Bill, that nothing in the Bill should apply to any ship belonging to or in the service of the Government of India.

- (2) Clauses (a) and (c) of section 6 were made to apply only to cases where material damage had been caused; and, at the suggestion of the Board of Trade, the application of clauses (d) and (e) of that section had been limited to British ships.
- (3) At the suggestion of the same Board, power had been given, in section 9 of the Bill, to the Court making an investigation to inquire into charges against masters, mates or engineers, whether they were certificated or not. It had also been provided that, in every case in which any charge of incompetency, misconduct or wrongful act or default arose, the Court should, before the commencement of the inquiry, furnish the master, mate or engineer concerned with a copy of the report or statement of the case upon which the investigation had been directed.
- (4) In section 13, sub-section (1), the Court had been required, on the recommendation of the Board of Trade, in cases involving any question as to the cancelling or suspension of the certificate of a master, mate or engineer, to constitute as its assessors two persons having experience in the Merchant Service.
- (5) In section 19 it had been provided that the certificate granted in lieu of a cancelled or suspended certificate should be of a grade lower than the one cancelled or suspended; and, in accordance with the opinion expressed by the Local Governments, they had been empowered to grant under that section certificates without being advised by the Court to do so.
- (6) In section 20 it had been made clear that the Local Government could not cancel or suspend, in the cases mentioned in that section, certificates granted under the Merchant Shipping (Colonial) Act, 1869.
- (7) At the request of the Bengal Government, the officer to be appointed under section 28 of the Bill as introduced (now section 31) had been called the Health-Officer, and he had been given the powers conferred on a Shipping Master by Act I of 1859, section 71. Clause (b) of that section of the Bill had also been modified so as to confine the power of medically examining persons on board to the medical examination of seamen or apprentices.

He would explain that, in the Acts relating to Merchant Shipping, "seaman" included an officer. Those were the amendments. The additions were three in number:—

- (1) In section 34 power was given to the Local Governments of fixing, with the previous sanction of the Governor General in Council, the fees payable by candidates for examination for certificates as masters or mates.
- (2) In section 35 Local Governments were given the power, conferred on the Board of Trade by section 134 of the Merchant Shipping Act, 1854, of requiring the further examination of persons reported by the examiners to be qualified for certificates.
- (3) The punishment which could be awarded under section 79 of Act I of 1859 for misconduct endangering the safety of a ship or of any person on board was imprisonment for two years. The corresponding provision (section 239) of the Imperial Merchant Shipping Act, 1854, allowed such offences to be punished with fine or imprisonment or both, and there was no reason why the punishment should be necessarily more severe under our law. Accordingly, section 36 of the Bill provided a penalty of fine which might extend to Rs. 1,000, or imprisonment which might extend to two years, or both.

That was the Bill as settled by the Select Committee of 1882, and that was the Bill as it now stood. All he needed to add was that they had considered the provisions of an Imperial Act which had been passed in England since the beginning of last year and which was called the Merchant Shipping (Colonial Inquiries) Act, but that it did not appear to necessitate any change in the form or substance of the present Bill.

The Motion was put and agreed to.

The Hon'ble MR. ILBERT also moved that the Bill, as amended, be passed.

The Motion was put and agreed to.

BENGAL PILOTS BILL.

The Hon'ble MR. ILBERT also moved that the Report of the Select Committee on the Bill to give power to arrest persons whose evidence is needed under Act XII of 1859 be taken into consideration. He said that this was a small Bill, which was merely supplementary to the Bill which had just been passed by the Council. It re-enacted in a separate measure one of the sections which was repealed by the Bill which was just passed. The only alteration made in the form of the Bill as approved by the Select Committee of last year was that, inasmuch as they had postponed the coming into operation of the other Bill to the beginning of next year, so they had postponed to the same date the commencement of this small supplementary measure.

The Motion was put and agreed to.

The Hon'ble MR. ILBERT also moved that the Bill, as amended, be passed.

The Motion was put and agreed to.

The Council adjourned to Friday, the 2nd March, 1883.

R. J. CROSTHWAITE.

*Additional Secretary to the Government of India,
Legislative Department.*

CALCUTTA;
The 23rd February, 1883. }



SUPPLEMENT TO
The Gazette of India.

Nº 9. } CALCUTTA, SATURDAY, MARCH 3, 1883.

OFFICIAL PAPERS.

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GOVERNMENT OF INDIA.
LEGISLATIVE DEPARTMENT.

ABSTRACT OF THE PROCEEDINGS OF THE COUNCIL OF THE GOVERNOR
GENERAL OF INDIA, ASSEMBLED FOR THE PURPOSE OF MAKING
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THE ACT OF PARLIAMENT 24 & 25 VIC., CAP. 67.

The Council met at Government House on Friday, the 2nd March, 1883.

PRESENT:

His Excellency the Viceroy and Governor General of India, K.G., G.M.S.I.,
G.M.I.E., *presiding.*
His Honour the Lieutenant-Governor of Bengal, C.S.I., C.I.E.
His Excellency the Commander-in-Chief, G.C.B., C.I.E.
The Hon'ble J. Gibbs, C.S.I., C.I.E.
Major the Hon'ble E. Baring, R.A., C.S.I., C.I.E.
Lieutenant-General the Hon'ble T. F. Wilson, C.B., C.I.E.
The Hon'ble C. P. Ilbert, C.I.E.
The Hon'ble T. C. Hope, C.S.I., C.I.E.
The Hon'ble Rájá Siva Prasád, C.S.I.
The Hon'ble W. W. Hunter, LL.D., C.I.E.
The Hon'ble Sayyad Áhmad Khán Bahádur, C.S.I.
The Hon'ble Durgá Charan Láhá.
The Hon'ble H. J. Reynolds.
The Hon'ble H. S. Thomas.
The Hon'ble G. H. P. Evans.
The Hon'ble R. Miller.
The Hon'ble Kristo Dás Pál, Rai Bahádur, C.I.E.
The Hon'ble J. W. Quinton.

NEW MEMBER.

Hon'ble J. W. Quinton took his seat as Additional Member.

BENGAL TENANCY BILL.

The Hon'ble Mr. ILBERT moved for leave to introduce a Bill to amend and consolidate certain enactments relating to the Law of Landlord and Tenant within the territories under the administration of the Lieutenant-Governor of Bengal. He said :—

"My Lord,—I ought to explain that I am not, strictly speaking, the Member in charge of this important Bill, and that it is only through accidental circumstances that the onerous task of justifying its introduction and explaining its main provisions has devolved on me instead of on my honourable friend Sir Steuart Bayley, who is in every way so far more competent to perform this task.

"The first question with which I have to deal is whether any necessity exists at all for undertaking a general revision of the rent-law? The Rent Bill has so long been a household word in Bengal, the defects of the existing law have been pointed out so repeatedly, so persistently, and from so many different quarters, that there will be many to whom it will doubtless seem that this question is one which it is idle to ask and unnecessary to answer. And yet the question has been asked. We have been told that in undertaking our present task we are undertaking a work of supererogation. The suggestion has been made that in taking it up we have been actuated by a spirit of mischievous and restless activity, prompted, I presume, by the desire of finding some occupation for that superabundant leisure with which it is well known that the Government of India is endowed. Nay, it has even been hinted that our wish has been to imitate similar legislative achievements of the British Parliament, and that the Bengal Bill not only follows the lines, but was suggested by the introduction, of the recent Irish Land Act.

"So far as these hints convey any imputation of being influenced by political or party considerations they are easily disposed of by reference to a few simple dates. The present Bill, as everybody knows, is based on the recommendations of the Bengal Rent Commission. That Commission was appointed under Lord Lytton's Government in the month of April 1879, and had nearly concluded its labours at the time when England was in the throes of the last general election; it presented its report just eleven days after Your Excellency took your seat as Viceroy, and it was only in compliance with the pressing and urgent request contained in Sir Ashley Eden's letter of July 1881 that the Government of India considered the question of legislation at all.

"But the truth is that if there ever was a measure against which the charge of unnecessary, precipitate or premature legislation could not, with any decency, be brought, it is this. If we trace it to its ultimate origin, we shall find that it embodies an endeavour to redeem a pledge which was given at the time of the permanent settlement, and which has never been adequately redeemed. If we examine its immediate causes, it will be easy to show that for the last twenty years there has been a persistent demand for a revision of the existing law, not merely on points of detail, but on points of principle; not merely as to procedure, but as to substantive rights; that this demand has grown in urgency with each succeeding year; that the subject has occupied the attention of successive Lieutenant-Governors of Bengal; that attempts have at various times been made to dispose of it by legislation in the Bengal Legislative Council; and that each unsuccessful attempt has shewn the futility of any settlement which should deal only with procedure, and should leave the substantive rights of landlord and tenant untouched.

"What then are the facts with which we have to deal, and what are the evils for which legislation is required? Broadly stated, they are these. We have a population of some sixty millions, mainly deriving their means of subsistence, directly or indirectly, from the soil; the great majority, directly, as cultivators; a small minority, indirectly, as rent-receivers. The mutual rights of these two classes, the rent-receivers and the cultivators, are uncertain and obscure; the machinery for ascertaining and enforcing those rights is insufficient and defective; and the result is friction, which has taken different forms in different parts of the province. In Behar, where the landlords are strong and the tenants are

weak, we have rack-renting and acts of lawless and high-handed oppression on the part of the landlords: in Eastern Bengal, where, comparatively speaking, the landlords are weak and the tenants strong, we have combinations of the tenants to resist the payment of rent. This is what Sir Ashley Eden said a few years ago of Behar, in a letter which he wrote as Lieutenant-Governor, pointing out the urgent necessity for some reform in the law :—

"In Behar what is most wanted is some ready means of enabling the ryot to resist illegal distraint, illegal enhancement, and illegal cesses, and to prove and maintain his occupancy rights. Apart from the backwardness and poverty of the ryot, there are many points in the existing system of zemindari management in Behar which seem to call for speedy amendment. The loose system of zemindari accounts, the entire absence of leases and counterparts, the universal prevalence of illegal distraint, the oppression incident to the realisation of rents in kind, the practice of amalgamating holdings so as to destroy evidence of continuous holding, are evils which necessarily prevent any possible development of agricultural prosperity among the tenant class, and place them practically at the mercy of their landlords, or of the *Thikadars* (or lessees) to whom ordinarily their landlords from time to time transfer their rights."

"And here is a picture, drawn about the same time, of the way in which the law was working, or failing to work, in other parts of the province :—

"It is to be borne in mind (I am quoting from the Bengal Administration Report of 1875-1876), that the last Rent Act for Bengal (VIII of 1869) clearly lays down the conditions under which alone the rent of an occupancy ryot can be enhanced. But it does no more than this. It does not prescribe any rule, nor even any principle, upon which the enhancement is to be determined. The consequence is that whenever a dispute arises, the parties cannot form any idea as to how it will be decided. The courts do not, indeed cannot, know how to decide; and the end is that no real decision can be attained. It follows, then, that no enhancement is lawfully adjudged, and consequently the landlord is strongly tempted to obtain by illegal means what he regards as his due. This again produces resistance on the part of the ryot; and if many ryots are implicated, then some union or other combination is formed, which ends in a general withholding of rents by the tenantry, and an attempt at forcible exaction of it by the landlord,—in all which there lie the germs of agrarian disturbance."

Rack-renting here, land-leagues there. We have, indeed, in the existing state of things all the elements of agrarian misery and agrarian disturbance.

"I have broadly classified the persons interested in the soil as rent-receivers and cultivators. Let me try and explain somewhat more fully the position and proportionate numbers of the persons who make up these classes. For this purpose, I cannot do better than quote a few paragraphs from a minute which has recently been published by my friend Mr. Justice Cunningham :—

"The classes interested in the soil in India (he says) are (1) the Government, (2) the proprietors or revenue-payers, and (3) tenants or rent-payers. This last class contains a great variety of holders, and is itself divided into two main divisions, *viz.*, (a) tenure-holders, who represent every intermediate interest between a proprietor and the ryot; and (b) ryots, who represent persons originally let into occupation for the immediate purpose of cultivation, and who, to a great extent, are still the actual cultivators of the soil, though *korfus* or sub-ryots are not uncommon. Each of these divisions, again, presents numerous varieties. 'Tenure-holders' range from a holder, who may be to all intents and purposes an owner, subject merely to a fixed and unalterable rent-charge, to holders who have merely a precarious leasehold interest. 'Ryots,' too, vary greatly in the character of their interest, some having a right to sit at fixed rents and to be altogether exempt from enhancement; some to sit at rents which are enhanceable only under certain prescribed restrictions, some being mere tenants from year to year. The under-ryots may, as a rule, be said to be tenants from year to year.

"The numbers of these various classes are, speaking roundly, as follows :—

"There are 130,000 revenue-payers, who pay the Government a land-revenue of about 3½ millions sterling and enjoy a rental officially returned at something over 13 millions sterling. This 3½ millions of revenue is only half a million larger than that fixed at the time of the Permanent Settlement, *viz.*, 3 millions. It is reckoned, that, as the zemindar's share was fixed at one-tenth of the gross proceeds of the rent "the net rental" (*i.e.*, share available for the proprietors after payment of revenue) at that time must have been between £300,000 and £400,000. While the Government revenue, accordingly, has increased only by half a million the landlord's share has risen from, say, £350,000 to 9½ millions sterling. But this rental of 13 millions is only an official return for road cess purposes, and is believed by many good judges to represent very inadequately the whole amount which in one way or another the proprietors receive. One writer reckons the entire amount paid annually by the occupants of the soil at between 25 and 30 millions sterling.

"This rental is paid from a cultivated area of, say, 55 millions of acres, an area about one-sixth larger than that of the United Kingdom, which has 47½ millions of acres under crops

and pasture. The agricultural rental of the United Kingdom, however, is estimated at 67 millions sterling.

"The class intermediate between proprietors and ryots, *viz.*, tenure-holders, numbers about 750,000, the annual income in the great majority of instances, 620,000, being below £ 10.

"Below this superstructure, of revenue-payers and intermediate landlords come the occupants of the soil, the "ryots," about 10 millions in number. The following figures show their general condition:—

Ryots paying over	Rs. 100	25,000 or say $\frac{1}{40}$ of the whole.
" between	" 50—100	120,000
" "	" 20—50	680,000
" "	" 5—20	2,800,000
" under	" 5—	6,200,000

"It thus appears that there are 9 millions of ryots paying a rental below £2 per annum and of these more than 6 millions pay under 10 shillings, a rental which implies a holding between 2 and 3 acres in extent.

"Taking another principle of classification, we may divide the persons with whom we have to deal into rent-receivers and rent-payers. The zamindar belongs to the first class, the middleman both to the first and the second, the occupier to the second alone. And in ordinary legal parlance we describe members of the first class as landlords, and members of the second class as tenants, applying to them terms borrowed from English Law. Now the most fertile source of confusion and mistake in India has been the misapplication of English analogies to Indian facts. Because we have described the Bengal zamindar as a landlord, many people unacquainted with his true position have jumped to the conclusion that he is a landlord, or landowner, in the English sense of the word. Nothing can be further from the truth. Among many differences between the English landowner and the Bengal zamindar, there are two which at once strike an Englishman who has had any practical acquaintance with the management of English estates.

"In the first place, every body knows that a large portion of the money paid by an English tenant to an English landlord as rent, represents interest on capital which has been expended on farm-buildings, drainage, and the like. But what proportion of the money paid as rent by the ordinary Bengal ryot represents interest on capital?

"In the next place, the English landlord knows pretty accurately, or if he does not his agent knows for him, who his tenants are, what rent they pay, and where their lands lie. But these are just the facts which the zamindar complains that both he and his agent have so much difficulty in finding out, and which he is always asking us to try and help him to find out. Imagine an English landlord coming to Parliament and asking it to help him in making up a proper rent-roll.

"No; the English landlord is one thing, the Bengal zamindar is another. A revenue-payer we found the zamindar, a rent-receiver we made him; but a landlord or a landowner in the English sense of the word, neither we nor his own efforts have ever succeeded in making him. ✓

"I said just now that the ultimate origin of the present measure might be traced back to the time of the Permanent Settlement. At that time, as now, there were three main classes interested in the soil of Bengal—the State, the revenue-payers or zamindars, and the cultivators or ryots. I am omitting, for the sake of simplicity, the persons holding intermediate interests between the zamindar and the ryot. Much learning has been devoted to ascertaining the precise position and rights of the zamindar and the ryot at the time of the Permanent Settlement, but amidst the controversies which have for the last century raged and are still raging on this subject, one point may be taken as conclusively proved, namely, that the great mass of the Bengal ryots were at the time of the permanent settlement in the enjoyment of certain customary rights, which, at least, included the right of occupying the land conditionally on the payment of the rate of rent current and established in the locality, and, I may add, the right of having that rate of rent determined by the State. Now, what the authors of the permanent settlement did was this. They settled and defined the mutual rights of the State and the revenue-payers or zamindars. They did not settle, define or ascertain the mutual rights of the zamindars and the ryots. They settled

and defined the mutual rights of the State and the zamindars by declaring that the amount of revenue payable by the latter, which had formerly been fluctuating, or fixed for short terms of years, should be fixed for all time, and should not be increased by reason of any increase in the area under cultivation. And at the same time, and as part of the same settlement, they formally declared that the zamindars should be deemed to be the proprietors of the soil, whatever that expression might mean; in other words, as I shall show hereafter, they transferred to the zamindars those indefinite proprietary rights in the soil which had formerly been claimed by the State. But they did not settle or define, they did not even ascertain, the rights of the ryots or occupying cultivators. The legislation of 1793 left those rights outstanding and undefined, and by so leaving them it tended to obscure them, to efface them, and, in too many cases, ultimately to destroy them. That both the Court of Directors in England, and the Governor General in Council here, were aware of the possible consequences of their legislation, we well know. Immediately before the Permanent Settlement was made, the Court of Directors, in conveying instructions to the Government here with respect to it, wrote as follows:—

“In order to leave no room for our intentions being at any time misunderstood, we direct you to be accurate in the terms in which our determination is announced. * * * * * You will, in a particular manner, be cautious so to express yourselves as to leave no ambiguity as to our right to interfere, from time to time, as it may be necessary, for the protection of the raiyats and subordinate landlords, it being our intention, in the whole of this measure, effectually to limit our own demands, but not to depart from our inherent right as sovereigns, of being the guardians and protectors of every class of persons living under our Government.”

“In conformity with these instructions a formal declaration was made expressly saving the right of the Government to legislate for the protection of persons having interests in the soil below those of the zamindars. This declaration was embodied in Article VII of the Proclamation of the 22nd of March 1793, relative to the limitation of the public demand upon the lands, was repeated in section 8 of Regulation I of 1793, and was as follows:—

“To prevent any misconstruction of the foregoing Articles (the Articles, namely, under which the amount of revenue was permanently fixed), the Governor General in Council thinks it necessary to make the following declarations to the zamindars, independent talukdars and other actual proprietors of land:

“First, it being the duty of the ruling power to protect all classes of people, and more particularly those who from their situation are most helpless, the Governor General in Council will, whenever he may deem it proper, enact such Regulations as he may think necessary for the protection and welfare of the dependent talukdars, ryots and other cultivators of the soil; that no zamindar, independent talukdar, or other actual proprietor of land shall be entitled on this account to make any objection to the discharge of the fixed assessment which they have respectively agreed to pay.

“Again, it was enacted by the 67th Section of Regulation VIII of 1793 (a Regulation re-enacting with modifications the rules for the Decennial Settlement) that proprietors should be bound by the restrictions in their kabooluats, and the 9th of these restrictions, as stated by Harington (Vol. II, page 255) was

“That implicit obedience be shown to all Regulations which have been or may be prescribed by Government, concerning the rents of the raiyats and the collections from under-tenants and agents of every description, as well as from all other persons whatever.”

“The duty was admitted, the power was asserted, but more than half a century elapsed before the legislature took any effective steps to discharge their obligation. And when they did take those steps, their benevolent intentions were marred, and to a great extent frustrated by circumstances which were never foreseen or contemplated at the time of legislation.

“In 1859 was passed Act X of that year, which was entitled “An Act to amend the law relating to the recovery of rent in the Presidency of Fort William in Bengal.”

“The most important of the provisions of that Act were as follows:—

“(1). Ryots who hold at fixed rates of rent which have not been changed from the time of the Permanent Settlement (1793) are entitled to hold for ever at those rates. If the rent

has not been changed for 20 years it is to be presumed that it has not been changed since 1793.

"(2). Ryots having rights of occupancy but not holding at fixed rates are entitled to leases at fair and equitable rates, the rates previously paid to be deemed fair and equitable unless the contrary be shown in a suit.

"(3). Every ryot who has cultivated or held land for 12 years has a right of occupancy in that land so long as he pays his rent, but this rule does not apply to certain private or domain lands let by the proprietor for a term or year by year. The accrual of the occupancy right may also be barred by a written contract.

"(4). The rent of a ryot having a right of occupancy can only be enhanced (a) if the rate of rent is below the prevailing rate payable by the same class of ryot for similar land in adjacent places; (b) if the value of the produce or the productive powers of the land have been increased otherwise than by the agency or at the expense of the ryot; (c) if the quantity of land held by the ryot is proved to be greater than he has paid for.

"(5). Ryots not having rights of occupancy are entitled to leases only at such rates as they and their landlords may agree upon.

"(6). A ryot is liable to ejectment if in arrear of rent at the end of the year, but if he is an occupancy ryot, or holds under an unexpired lease, he can only be ejected by a judicial decree or order.

"(7). The produce of land is hypothecated for its rent and may be distrained before it is stored, but only in respect of arrears of one year."

"Act X of 1859 was a useful and beneficial Act, and if, as must be admitted, its working has not been successful on some important points, this failure is attributable not to any defect in the fundamental principles on which the Act was based, but mainly to defects of language and expression. The circumstances under which the Act was introduced, and the changes which it underwent during its passage through the Legislature, have recently been submitted to a very careful examination, and the result of this examination has been to bring out clearly two points—

"(1) that the Bill as originally introduced was not intended to codify the law of landlord and tenant in Bengal, but to amend one particular branch of it—that relating to the recovery of rent; and

"(2) that the provisions of the Act which have given rise to most controversy and difficulty were introduced into it by way of after-thought, and that the most important of them was based on a misconception of existing facts.

"The expression 'fair and equitable rates,' the twelve years' rule, and the enhancement rules, do not appear in the original draft of the Bill: they were introduced into it by the Select Committee. The Committee explained in their report that they had substituted for the phrase 'parganah rates,' that is to say, rates current in the parganah or locality, the phrase 'fair and equitable rates,' and that they had laid down some rules by which the fairness of the rate might be ascertained. As to the twelve years' rule, the Committee explained that the term "resident ryot," which had been used in the original Bill to designate the class of persons who were to enjoy occupancy rights, had been objected to by the North-West Board of Revenue as too narrow. In the North-Western Provinces occupancy-rights were undoubtedly possessed in some cases by tenants who were not resident in the village, and to such cases it had been usual to apply a twelve years' rule of prescription. In order to meet this objection, the Select Committee dropped the phrase "resident," and adopted as the test of occupancy the holding of the same land for 12 years. The intention was evidently to enlarge the class of occupancy ryots, and not to exclude any who otherwise under the broad term of "resident ryot" would have belonged to it.

"The alterations made by the Committee appear to have been treated as little more than verbal emendations, and were not much discussed in Council.

"It was out of the enhancement rules that the first serious difficulty arose. No special procedure for securing the easy adjudication of enhancement cases was prescribed, and it was apparently thought that the general rules embodied in the Act would sufficiently guide the discretion of the Revenue Courts in fixing "fair and equitable rents." The Act, however, had to be interpreted by the Appellate Courts of the Presidency, and difficulties soon

began to manifest themselves. In the case of *Hills v. Ishwar Ghose*, which was decided in 1862, the Chief Justice of Bengal, Sir Barnes Peacock, laid down the doctrine that the absolute increase in the value of the produce and also the portion of it due to the tenant's expenditure of capital or labour being ascertained, the landlord was entitled to the rest as economic rent. He took his stand on the celebrated definition of rent given by Malthus. "Rent," said Mr. Malthus writing in England, and rent, repeated Sir Barnes Peacock, delivering judgment in Calcutta, "is that portion of the value of the whole produce which remains to the owner of the land after all the outgoings belonging to its cultivation of whatever kind have been paid, including the profits of the capital employed, estimated according to the usual and ordinary rate of agricultural capital at the time being." In reply to the possible objection that this definition of rent ignored the distinction between an occupancy ryot and a tenant-at-will, he denied the right of the former to have his rent "fixed at a lower rate than that which a tenant not having a right of occupancy would give for it."

"This decision did not commend itself as sound to those who were best acquainted with the true position and rights of the Bengal ryot, and three years afterwards it was overruled by the High Court in what is popularly known as the Great Rent Case of 1865. I need not recapitulate the findings of the Judges on the numerous issues raised in that trial. Suffice it to say, that the majority of the Court altogether repudiated the definition of economic rent, and the theory that rent ought to be fixed by competition, as inapplicable to the customs and conditions of the country, and that they held the words "fair and equitable" rent to mean "that portion of the gross produce calculated in money to which the zamindar is entitled under the custom of the country"; and to be equivalent to "the varying expressions *pergunnah* rates, rates paid for similar lands in adjacent places, and rates fixed by the law and usage of the country." They further held that in cases where the enhancement of what once was a "fair and equitable rent" was sought on the ground of the produce having increased in value, the rule of proportion should be applied, that is to say, the former rent should bear to the enhanced rent the same proportion as the former value of the produce bore to the increased value. From these conclusions the Chief Justice, as is well known, dissented and upheld the doctrine of an "economic rent" as laid down by him in *Ishwar Ghose's* case. But the rulings of the majority of the Judges became and are now the law of the land. Meanwhile the Government of the North-Western Provinces had discovered that the rule, which had been introduced by amendment into Act X of 1859 for the purpose of covering the special case of occupancy-tenants who were not resident in the village, had most injuriously affected the position of the resident occupancy-ryot. The latter, in place of falling back on the broad plea of occupancy, was now compelled to prove a continuous occupation of specific fields for an uninterrupted term of 12 years. It was found that the rule denied occupancy rights to tenants whose very designation in the rural tongue stamped them as occupancy-tenants. "I am informed by those qualified to judge," wrote the Lieutenant-Governor of the North-Western Provinces—

"that the effect of the Act in many districts of the North-Western Provinces has been wholesale enhancement of rents or ejection of ryots who had a customary claim to occupancy, and who, under the law as it previously stood, would probably never have been molested."

"The question was referred by the Local Governments to the Government of India, was fully discussed between the latter and the High Court of Bengal, and brought out the valuable truth that Act X of 1859 was not intended to be an exhaustive statement of the rights of tenants, and that, its provisions notwithstanding, any claims to occupancy rights founded on the custom of the country as to residency might be successfully maintained. The discussion seems to have merged in the more pressing question of the law of enhancement, and with the decision of the latter in the Great Rent Case, the project of amending the occupancy sections of the Act to meet the difficulties complained of in the Upper Provinces was for a time laid aside.

"I must touch very lightly on the history of the Rent Law during the

interval between the Great Rent Case in 1865, and the appointment of the Rent Commission in 1879. The chief landmarks of this period are the passing of the Bengal Act of 1869, the Pubna riots of 1873, followed by the passing of Sir Richard Temple's Agrarian Disputes Act in 1876, the successive attempts made in the Bengal Council to amend the law as to the recovery of rent, and, concurrently with all these, repeated and unceasing complaints of oppression and exaction in Behar.

"The Bengal Act VIII (B. C.) of 1869 repealed, in all districts to which it was extended by the Local Government, Act X of 1859, and transferred the trial of rent and enhancement suits from Collectors to the Civil Courts. The substantive law of Act X of 1859 was, with some unimportant exceptions, embodied in the repealing Act, which was expressly confined to an amendment of the existing law in respect of procedure and jurisdiction, although the debate on the Bill brought out numerous admissions as to the necessity which existed for revising the substantive law of 1859.

"The period of seven years which followed the passing of the Act of 1869 was marked by incessant efforts on the part of landlords to obtain higher rents, and by determined opposition on the part of the tenantry, more especially in the Eastern districts, to what they conceived to be unjust and unauthorised demands. In the Eastern districts the rapid growth of the jute trade, and the improvement of communications, had placed the cultivator in a position of comparative affluence. This accounted at once for the anxiety of the landlord to share these profits, and the resolve of the tenant to retain them.

"The administration reports of the years 1871—1876 are filled with accounts of illegal exactions on the part of zamindars, of the frequent reprisals of their tenants, of the formation of agrarian leagues, and of the anxious efforts of the Executive to avert breaches of the peace. The disturbances which, in 1873, broke out in the Pubna District in Eastern Bengal, were but a symptom, though in an exceptionally acute form, of what was taking place in other parts of India. The Pubna riots arose immediately out of what has always been a fertile cause of similar disturbances—the sale and break-up of an old estate. The estate of the Nattore Rajah came into the market, and was bought by five zamindars, each of whom tried to make the best of his bargain by raising his rents. The landlords were Hindus, the tenants were Mahomedans, and religious differences fanned the flame of opposition by the latter to the demands of a new and rent-raising landlord. Short measurements, illegal cesses, the forced delivery of agreements to pay enhanced rents, were the main grievances which the cultivators banded themselves together to resist. The disturbances which ensued were put down with the strong hand—there were 242 arrests and 99 convictions in the sudder sub-division of Pubna; but the inquiries which the Government made into the cause of the outbreak brought into very clear light the substantial character of the tenants' grievances, and the need of applying a drastic remedy,

"The Pubna riots took place in the last year of Sir G. Campbell's Lieutenant-Governorship, and the first two years of his successor were fully occupied with the Behar famine. This explains why Sir R. Temple's Agrarian Disputes Act, though closely connected with the disturbances of 1873, did not become law until 1876. The intention of the Act was to meet apprehended agrarian disturbances by transferring, in special localities and for a limited period, the entire jurisdiction in matters of enhancement and arrears from the Civil Courts to the Revenue authorities. It was merely a temporary measure to be put in force on application by persons interested, and owing to causes on which I need not dwell, it was never brought into actual operation. But Sir R. Temple always intended to supplement it by permanent legislation, and in August 1876 proposed to introduce a Bill to define the principles on which the rights of occupancy-raiyats and tenure-holders should be fixed, to simplify the procedure for realising arrears of rent in undisputed cases, and to make the interest of an occupancy-raiyat liable to sale for default in paying rent, and transferable by private agreement.

"These proposals had not, however, been fully considered when Sir R. Temple, early in 1877, made over charge to Sir Ashley Eden, and it was then arranged that the larger amendment of the law should be deferred, and a Bill providing only for the realisation of undisputed arrears introduced at once.

"When, however, the Bill was introduced into the Bengal Council, it was found that it was impracticable to limit its scope to procedure only. The discussion as to the transferability of the right of occupancy had materially advanced, and it had been recognized that the legislature would have to alter the law with reference to ejectment, distraint, instalments and deposits of rent and, possibly, sub-letting.

"It began to be apparent that many of the proposed provisions would eventually prove to be intimately connected with other portions of the law not ostensibly affected by it, and in February 1879, a majority of the Select Committee recommended that the whole subject of a revision of the Rent Law should be once for all fairly faced.

"This proposal was supported by Sir Ashley Eden, and in April 1879, the Government of India sanctioned the formation of a commission to prepare a digest of the existing statute and case-law, and to frame the draft of a consolidating Bill.

"Meanwhile a separate discussion had been going on with reference to the abuses which I have already mentioned as prevailing in the relation between landlords and tenants in Behar. As far back as the year 1868, the late Lord Lawrence, who was then Governor General, had recorded a minute relating to the depressed state of the peasantry in Behar, in which he had said that he believed "that it would be necessary for the Government, sooner or later, to interfere and pass a law which should thoroughly protect the raiyat and make him what he is now only in name, a free man, a cultivator with the right to cultivate the land he holds, provided he pays a fair rent for it." Again, in the years 1875 and 1876, when the condition of Behar came under consideration, it was acknowledged that some remedies must be applied. Two years later the Lieutenant-Governor, Sir Ashley Eden, appointed a Committee of experienced Behar officials to advise on the matter; and on the 8th of March 1879, they submitted their report, proposing so many changes of the existing law that they did not consider that the requirements of the case could be properly met by a mere amending law. They were of opinion that the whole Rent Law should be recast.

"Thus two independent Committees arrived simultaneously at the same conclusion, namely, that the time for a complete revision of the existing law had arrived.

"The Rent Commission was appointed in April 1879, about a month after the presentation of the report on Behar, and that report was referred to the Commission for consideration.

"The Members of the Rent Commission were Mr. Dampier, Member of the Board of Revenue, as President; Mr. Field, who was then District Judge of Burdwan and is now one of the Judges of the High Court; Mr. Harrison, who was then Secretary to the Board of Revenue; Mr. Mackenzie, who was then Secretary to the Government of Bengal, and is now one of the Secretaries to the Government of India; Mr. O'Kinealy, who was then Legal Remembrancer, and is now officiating as a Judge of the High Court; and three Native gentlemen, Babu Mohini Mohun Roy, Babu Peary Mohun Mookerjee, and Babu Brojendra Kumar Seal.

"Their instructions were—

- "(1) to prepare a careful analysis and digest of the existing Rent Law, as contained in the Acts and Regulations concerned with this subject, and in the decisions of the Courts since the passing of Act X of 1839, and
- "(2) after considering the suggestions for amendment that had been put forward of late years, to endeavour to prepare a Draft Bill embodying such additions to the substantive law, and such improvements in the law of procedure, as might be found advisable.

"The digest was first compiled by Mr. Justice Field, and was submitted in August 1879.

"The Draft Bill and an elaborate report explaining fully the alterations which the Commission proposed to make in the existing law, and the reasons for proposing them, were submitted in June 1880, and were published in 1881.

"Never had the relations of landlord and tenant in Bengal, rarely has any subject of legislation been so thoroughly, so patiently, so exhaustively examined as by the Bengal Rent Commission. They have thrown a flood of light on the past and present legal and economical position of the raiyat; they have ascertained the existing law on a most complicated and difficult subject; they have determined the main lines on which any amendment of that law must proceed. Their minute and careful inquiries have placed beyond question or doubt the broad and important fact to which I referred in the opening part of my speech, namely, that whatever may have been the position, actual or legal, of the bulk of the Bengal raiyats before the permanent settlement, their customary rights at least included the right of occupancy conditional on the payment of the rate of rent current in the locality, and the right of having that rent fixed by Government. And whatever may be the precise form that may be assumed by any legislation for the purpose of declaring, confirming or restoring those rights, that legislation must inevitably build on the foundations which have been laid, and follow the lines which have been traced, by the Rent Commission. To each and all of the Members of the Commission the thanks of the Government and of the public are unreservedly due; and if there is any one member of the Commission to whom those thanks are due in a special manner, that member is Mr. Justice Field. Before the Commission had begun their labours, he had, by his admirable edition of the Bengal Regulations, shown himself to be a past master of the subject with which the Commission would have to deal. The popular view of the Bengal Rent question has long been the same as that which used to be entertained about the Schleswig-Holstein controversy, namely, that it was one of those subjects which no ordinary person can understand. But before any person commits himself to an expression of that opinion, I would advise him to procure and read Mr. Field's admirable Introduction to the Regulations of the Bengal Code. He will find in that Introduction a concise and lucid exposition, expressed in language which is as intelligible to the amateur, as it is to the expert, not only of the existing rights of landlord and tenant in Bengal, but of the circumstances out of which those rights arose, and the mode in which they have been altered by administration, by legislation, and by changes in political and economic conditions. Mr. Field's digest, which collects the whole of the statute law and the case law connected with the subject of landlord and tenant in the Lower Provinces of Bengal, at once took its place as an authoritative statement of that branch of the law, and as we are not, by our present Bill, attempting the ambitious task of framing a complete code of the law of landlord and tenant, it is a great satisfaction to me to think that we already have, and shall continue to have, in this digest the best possible substitute for such a code. And, lastly, it is no secret that we are indebted to Mr. Field's pen, not only for the draft Bill which was submitted by the Commission, but for their elaborate and admirable report.

"That report has long been before the public, and I may assume that my audience are familiar with its contents. I will, therefore, simply summarise the most important of the proposals of the Commission.

"The 12-years' rule under which an occupancy-right is acquired by prescription was retained, but it was proposed to create a new class of subordinate occupancy-raiyats by providing that a tenant who had held for 3 years and less than 12 years, should be protected from ejectment at the will of his landlord, that he should be entitled to claim abatement of rent like occupancy-raiyats, that his landlord should not be able to enhance the rent at his pleasure, and that if the ryot thought the rent demanded unreasonable, he might give up the land and demand compensation for disturbance and for such improvements as he might have effected. These provisions, it was hoped, would, by protecting this

class of tenant from eviction, eventually enable them to secure the full occupancy-right. This right, as regarded its incidents, was more fully and clearly defined by the Commission than it had been previously either by statute law or by case law. An attempt was also made to distinguish the occupancy-raiyat from the tenure-holder, by restricting the area which could be let as an occupancy-holding to 100 bighas. The occupancy-raiyat was declared to have the right of transfer by sale, gift, or devise, subject to certain conditions as to the landlord's consent, but he was not to be allowed to mortgage. He was exempted from ejection for arrears of rent, as henceforth the landlord's remedy was to lie in the sale of the holding. He was to be allowed the benefit of all improvements, and full liberty to deal with the land as he thought best; but limits were to be set to the rack-rent he might demand from an under-tenant.

"Other recommendations of the Commission applied to all classes of tenants, irrespective of their status or rights. Thus the right to erect a brick or other house upon his holding, irrespective of the landlord's permission, was given to every raiyat, distraint of crops as a mode of recovering rent was abolished, and stricter provision was made for the giving of receipts and the maintenance of zamindari accounts.

"As to enhancement of rent on occupancy-holdings, the substantive law was, in the main, retained; but a proviso was added in virtue of which an increase in the letting value, due neither to the landlord nor to the tenant, was to be equally shared between them. It was further proposed that the enhanced rent, when obtained on the ground of increase of value of the produce, should not be more than double the former rent, and that no enhanced rent should exceed one-fourth of the average annual value of the produce of the land.

"As to procedure in enhancement suits, the Commission proposed to require the landlord, when suing on the ground of an increase in prices, to proceed in the Collector's Court, but to leave him, in other cases, the option to elect the Civil Court or the Collector's Court, unless the latter Court had been generally or specially vested by competent authority with sole jurisdiction. Power was given to the Collector in dealing with such suits to prepare a table-of-rates, or an enhanced rent-roll, or to effect a complete re-settlement of the estate, as the circumstances of the case might require. The table-of-rates was intended to show the different classes of land prevailing in the estate or locality, with the prevailing rates of rent, and the enhanced rates warranted by the law. In drawing up this table the Collector was to be guided by the representations of both parties; it was not to take effect until it had been duly published, and it was to hold good for ten years.

"If the landlord failed to effect a settlement with the tenants on the basis of the table-of-rates, the Collector might go a step further and prepare an enhanced rent-roll or jumabundi, showing not merely enhanced rates of rent, but the actual rent at these rates which each tenant was to pay. This rent-roll was to hold good for ten years.

"In exceptional cases, where a new landlord, on coming into possession, was prevented, by a combination among his tenants, from ascertaining the holdings or even the names of the latter, the Collector might prepare a complete rent-roll by means of proceedings which, practically, involved a settlement of every holding of the estate.

"Finally, in making proposals for an abbreviated procedure in rent-suits, the Commission recommended that certain portions of the Civil Procedure Code should not be extended to rent-suits at all; that the right of appeal in petty cases should be abolished, and that, in all cases, the summons should be for the final disposal of the suit. In making these recommendations, the Commission expressed their conviction of the extreme danger of summary methods of justice, and their inability to propose a revival of the "summary-suit" system of the old Regulations.

"The Commission's Report seems to have reached the Government of Bengal in June 1880. On the 15th of July in the same year it was forwarded

by Sir A. Eden to the Government of India, with a letter in which he expressed his opinion that the Report and Bill, "however open to modification in details, presents, on the whole, a reasonable basis for legislation." Sir A. Eden's own views are very clearly stated in this letter. He considered that "a general revision of Act X of 1859 was urgently called for in Bengal," and that "in the interests of the Government, of the land-owners themselves, and of the agricultural community at large, it was very desirable, even at this late day, to define and strengthen the position of the great mass of cultivators." "He would like," the letter continues—

"to see the Bengal ryots, as a class, secured in the enjoyment of those rights which the ancient land law and custom of the country intended them to have, protected against arbitrary eviction, left in the enjoyment of a reasonable proportion of the profits of cultivation, and, in short, placed in a position of substantial comfort, calculated to resist successfully the occasional pressure of bad times. He would, at the same time, not seek in any way to diminish or encroach upon the existing emoluments of zemindars or other rent-receivers. On the contrary, he would like to help them to realise their rents more punctually; and even where these are now excessive, he would not seek to interfere to lower them. He would substitute for the present large and uncertain power of enhancement which the law seems to give to landlords, but which they are quite unable to utilise, a reasonable system of regulating rents, under the control and direction of Government officers, such as the universal custom of India originally favoured and recognised. The zemindars will thus be admitted to share in the growing prosperity of the country upon fair terms; and though they will not have all that they claim in theory, they will have a great deal more than they are now able actually to enjoy in practice. They will cease to feel the irritation of unsuccessful desire, while their tenants will cease to look upon them as their natural foes."

"These words were repeated in a letter which was addressed in December 1880 by Sir A. Eden to the British Indian Association, and in which he asked for an opinion on the proposals of the Rent Commission. After quoting them as an exposition of his general policy he went on to say—

"The chief point to be kept in view is the establishment of the occupancy tenure upon a broad and permanent basis. Protection against arbitrary eviction must certainly be given to every settled cultivator who pays the established rent. No ryot should be evicted from his fields on any ground save persistent failure to pay a fair and reasonable rent. A substantial tenantry, free from debt, and in a position to save and bear the pressure of occasional bad seasons, is what Bengal requires. The Lieutenant-Governor desires therefore to see the occupancy tenure made the rule and not the exception; but at the same time he would have it kept as far as possible in the hands of *bona fide* cultivators, and sub-letting by occupancy tenants should be discouraged, if it cannot be altogether prevented."

"He added that he did not—

"look upon the occupancy tenant as entitled to sit at any specially *privileged* rate of rent, but only at the established rates ruled to be equitable for the classes of land held by him and approved by the Revenue authorities. This being the case, all that the Government desires to do is to protect him against arbitrary ejection, and provide by law that the amount of his rent shall not exceed fair and equitable limits, open to authoritative revision from time to time."

"Meanwhile, Mr. Reynolds had, with the assent of the Government of India, been placed on special duty to revise the Bill. Mr. Reynolds' work was accomplished in the winter months of 1880-81. His revised Bill was then submitted to district officers and to various Associations for opinion, and in July 1881, Sir A. Eden was able to communicate his matured proposals to the Government of India. The extent to which public opinion had been taken on the Bill, as originally prepared by the Rent Commission, and as redrawn by Mr. Reynolds, is shown in the bulky volumes which were submitted by the Government of Bengal to the Government of India, and which we now propose to publish. No less than sixty-four reports, memorials, and notes,—many of them of great length—had been received and carefully considered. "There was hardly a principle or a section," the Government of Bengal was able to say, "that had not formed the subject of comment or controversy."

"With Sir A. Eden's letter was forwarded, not only Mr. Reynolds' Bill, but also a revised draft of that Bill, embodying the amendments which had commended themselves to the Lieutenant-Governor. The accompanying letter

explains the main points on which this revised draft, which may be described as Sir A. Eden's Bill, differs from the Bill of the Rent Commission, and the reasons for these divergencies. In summarizing the contents of this letter, I cannot do better than avail myself of Mr. Justice Cunningham's minute. The conclusions at which Sir A. Eden had arrived were:—

"1. That from 1863 the necessity of a radical revision of Act X of 1859 had been admitted on all hands; that since the Pubna riots in 1873 this necessity had been recognised as urgent, and that the landlords had been as forward as any class in pressing for a change in the law.

"2. That Act X of 1859, while opening the door to certain classes of ryots who had no claim to occupancy rights, had on the whole operated to the detriment of the entire body, especially in Behar, where "only the more powerful ryots had succeeded in resisting the landlords' encroachment," where occupancy rights had to a large extent disappeared, and the rents of the great mass of tenantry had been enhanced to twice their former amount within the last 16 years.

"3. That the rights originally conferred on the zemindars, whatever else they might have been, were not those of "absolute proprietorship," the Government prescribing a fixed rental to be adjusted by itself according to recognised rules, stringently forbidding any other exaction on the part of the landlords, taking numerous precautions for the protection of the ryots "in their possessions," and reserving to itself the right of future interference, should it ever be necessary, on their behalf, without such interference giving rise to any claim on the part of the zemindars for abatement of revenue.

"4. That the rents of Bengal were and must, in existing circumstances, continue to be "customary," not "competitive," in the sense of the word employed by economists,—the real competition being that arising from the necessity of large numbers who must live off the land, and have no alternative but starvation; that it was the duty of the State to regulate this customary rate, and so to fix the extent of beneficial interest left to the ryots, and thus, in the words of a distinguished Revenue Officer, to recognise "the ryot's right, founded on the most ancient authentic records and uninterrupted prescriptive usage, through a succession of Governments, native and foreign, from ancient times to our own, to have their payments fixed by the authority of Government."

"5. That these occupancy rights belonged by the old law and custom to the gross mass of the resident ryots, as laid down by the highest authorities, *e. g.*, Mr. Holt Mackenzie in 1832 and Sir William Muir, who says, "I am satisfied that the khudkast or resident ryot cultivator of Bengal was the ordinary type of hereditary or proprietary ryots common throughout India. In fact, it appeared to be admitted by the chief spokesman of the zemindars that khudkast ryots of all degrees always had an occupancy right."

"6. That the present time afforded the best opportunity for legislation.

"The means by which Sir A. Eden proposed to meet these obligations were—

"1. To give to all "resident" ryots occupancy rights, putting a liberal construction on the word "resident."

"2. To provide for enhancement of occupancy tenants' rates, by preserving the existing rules as to enhancement, but making those rules workable by having an official table of the rent and prices drawn up in each district, by which claims to enhancement can be adjusted by specially appointed tribunals. There would, in fact, be a sort of rent-settlement conducted by local officials of experience, by which the customary rates in each locality would be ascertained and declared.

"3. To provide that the rents, thus declared just and equitable, should be binding on the landlord, no private contract being allowed to supersede them.

"4. To guard against the conversion by the landlord of ryotee land, *i. e.*, land over which occupancy rights exist, or can be acquired, into "khamar," nij-jote or su land, over which the landlord's proprietary rights exclude the growth of any subordinate interests. "Khamar" lands appear to have been originally merely the surplus unreclaimed land of the village, which the landlord was allowed, during the continuance of his revenue engagement with Government to cultivate for his own benefit, but which became "ryotee" as cultivators settled on them.

"These proposals involved several material departures from the recommendations of the Rent Commission. The most important change related to the definition and status of the occupancy-ryot. The Commission had recommended the retention of the 12 years' rule as given in Act X of 1859, but proposed to create an intermediate group of tenants possessing inferior occu-

pancy-rights, with a view of bridging over the gulf between the 12-year occupancy-tenant and the mere tenant from year to year or at will. These recommendations were, as already shown, the result of a compromise between those members of the Commission who wished to retain the letter of Act X of 1859, and those who wished to give effect to its undoubted intention. Sir A. Eden, as he told the British Indian Association, was for placing the occupancy-tenure on a broader and more permanent basis. He thus had to go back to the old phraseology of "resident ryot," and to find in a satisfactory definition of this term the solution of the question. In his Bill a resident ryot was one who had resided for three years in a village, and a right of occupancy was conferred on every resident ryot in all lands held by him within that village, or within a certain distance of his home.

"The Table-of Rates was the second important point in which Sir A. Eden's Bill departed from the Rent Commission's proposals. Discarding the Rent Commission's scheme of concurrent jurisdiction, Sir A. Eden fell back upon the old principle of the pargana rate. As he had restored the "resident" ryot to his ancient position, so he proposed to restore the "pargana rate" as the true index to the ryot's rent. The preparation of these Tables-of-Rates and authorised Tables-of-Prices was to be entrusted to specially qualified revenue-officers. Sir A. Eden thought he saw his way to providing—

"an agency which should in the course of a reasonable number of years determine the equitable rates of rent payable in all districts of Bengal, with due regard to existing rents, the increased value of produce, and other things. There can be no doubt, as already remarked, that in most districts these operations would largely increase the incomes of the zamindars. The ryots would, however, be protected by all the reservations and limitations suggested by the Rent Commission; the enhancements would be moderate, and at the same time authoritative; and the general result should be the removal of much cause of friction as between landlord and tenant, and the establishing of the beneficial interest of the occupancy ryot, and consequently of the agricultural prosperity of Bengal, upon a definite and permanent basis."

"A third material question on which Sir A. Eden saw cause to differ from the Rent Commission related to the power of distraint. In the interest of the landlords he considered that distraint should be retained in a modified form. He proposed to make distraint throughout a process of the Court, to confine the right to distraint to one year's rent, and, in the absence of a written contract or an order of enhancement, to the amount payable as rent in that year. The ryot was to be allowed to guard against it by depositing the rent claimed or security for it in the Treasury. The right was further fenced in by restrictions as to co-sharers and unregistered landlords, and by provisions for the gathering and storing of distrained crops and for raising the distraint at any time before sale by payment under protest of the sum claimed into the Collector's Court. Distraint would thus practically take the form of a summary suit, and yet be open to less objection than any form of summary suit followed by an ordinary decree.

"In addition to distraint Sir A. Eden proposed to give assistance to landlords in realising their rents in three other directions—

- (1) by the establishment of special Rent Courts;
- (2) by adopting the abbreviated Small Cause Court Procedure of the Rent Commission;
- (3) by conceding in certain cases summary sale without decree.

The last privilege was to be granted only by special order of the Government to a proprietor on proof that a proper system of accounts and registration was kept up on his estate. And Sir A. Eden was not inclined to grant it readily. "Summary sale without decree," he wrote, "after service of a notice, which, however 'duly' proved, the ryot probably never saw, would mean to him utter ruin without warning and without remedy. The Lieutenant-Governor would never consent to such procedure as of general or ordinary application."

"This, then, is the position in which the Government of India found the Bengal rent question when they took it up after the receipt of Sir Ashley Eden's letter of July 1881. The subject had engaged the unremitting attention

of three Lieutenant-Governors; it had been thrashed out as few subjects have ever been thrashed out before; there was a general concurrence of opinion both as to the nature and magnitude of the evils which had to be dealt with, and as to the necessity for dealing with them in a general and comprehensive manner: and lastly, the lines on which remedial legislation must proceed had been clearly marked out.

"Nor was it by the Government of Bengal alone that the necessity for legislation had been insisted on.

"Holding an independent inquiry, the Famine Commission had come practically to the same conclusions, and made substantially the same recommendations as the Government of Bengal. "The Commission have received a large amount of evidence," they report—

"remarkable in its weight and unanimity, to the effect that in the Bengal Province the relations of landlord and tenant are in a specially unsatisfactory condition. We feel no doubt that the condition of the rent law and the way in which it is administered in Bengal are, as it was described to us by a high official of the province, a very grave hindrance to its agricultural prosperity, and that large portions of the agricultural population remain, mainly owing to this cause, in a state of poverty, at all times dangerously near to actual destitution, and unable to resist the additional strain of famine."

"And in speaking of the necessity for legislation and of the kind of legislation that is required, they go on to say—

"We can feel no doubt that in all the provinces of Northern India, and particularly in Bengal, it is the duty of the Government to make the provisions of the law more effectual for the protection of the cultivators' rights. This opinion is primarily based on the historical ground that they have a claim, as a matter of strict justice, to be replaced, as far as possible, in the position they have gradually lost; but it may also be supported on the economical ground that in the case of these large cultivating classes security of tenure must have its usual beneficial effect; and that, as a rule, the cultivators with occupancy-rights are better off than the tenants-at-will. Wherever inquiry has been made it has been found that in all matters relating to material prosperity, such as the possession of more cattle, better houses, and better clothes, the superiority lies on the side of the occupancy-tenants, and the figures in the preceding paragraphs also show that as a rule they hold larger areas of land. Where the subdivision of land among tenants-at-will is extreme, and in a country where agriculture is almost the only possible employment for large classes of the people, the competition is so keen that rents can be forced up to a ruinous height, and men will crowd each other till the space left to each is barely sufficient to support a family; any security of tenure which defends a part of the population from that competition must necessarily be to them a source of material comfort and of peace of mind, such as can hardly be conceived by a community where a diversity of occupations exists, and where those who cannot find a living on the land are able to betake themselves to other employments.

"It is only under such tenures as convey permanency of holding, protection from arbitrary enhancement of rent, and security for improvements, that we can expect to see property accumulated, credit grow up, and improvements effected in the system of cultivation. There could be no greater misfortune to the country than that the numbers of the occupancy class should decrease, and that such tenants should be merged in the crowd of rack-rented tenants-at-will, who, owning no permanent connection with the land, have no incentive to thrift or to improvement. It is desirable for all parties that measures should be framed to secure the consolidation of occupancy-rights, the enlargement of the numbers of those who hold under secure tenures, and the widening the limits of that security, together with the protection of the tenant-at-will in his just rights and the strengthening of his position by any measure that may seem wise and equitable."

"After what I have said it must be abundantly clear that there is an urgent need for legislation, and that the two main objects at which our legislation should aim are:—

1st, to give reasonable security to the tenant in the occupation and enjoyment of his land; and

2ndly, to give reasonable facilities to the landlord for the settlement and recovery of his rent.

"That both of these are legitimate objects of legislation no one will be found to deny. But we have been told that whilst there is no reason in the world why we should not effect the one, there is a serious obstacle in the way of our effecting the other. We may legislate to enlarge the powers of the landlord, but

we cannot legislate to enlarge the rights of the tenants. And why? Because we are barred from doing so by contract, the contract, namely, with the zamindars which was embodied in the permanent settlement. Now, far be it from me to enter into any minute or exhaustive inquiry into the meaning and effect of the numerous documents which, together, make up what is known as the permanent settlement. The time allotted to the performance of business in this Council is not long enough—life itself would hardly be long enough—for the due performance of such a task. I am quite aware that my Hon'ble Colleague, Mr. Kristodás Pál, and myself might bombard each other for many a long summer day with rival extracts from the literature of 1793, without making a single step in advance. And if I were rash enough to embark on such a controversy, I should throughout it be haunted by an uncomfortable consciousness of the presence of that worthy and portly nobleman, whose picture hangs on our Council-room wall, and who would seem to be looking down with an amused and complacent smile on our persistent and futile efforts to make out what on earth he meant. All that I can venture to do is, to state, as briefly as possible, the impression which the main features of the controversy have produced on one to whom the subject is comparatively fresh, and who has endeavoured to approach it with that impartiality which ought to be the characteristic of a well-balanced and ignorant mind. Now I will not pause to consider how far a Government can, by entering into a contract, prevent itself and its successors for all time from doing that which, in the interests of the general welfare of the community, might apart from contract be justifiable and necessary. It is not necessary that I should do this, because, whilst fully admitting the existence of a contract, and its binding character, there is no great difficulty in shewing that this so-called obstacle to legislation for the protection of the tenant is no obstacle at all, that it is a mere phantom barrier which, the moment that it is approached, dissolves into thin air.

“What was the contract embodied in the Permanent Settlement? Who were the parties to the contract, and what was its intention and effect?”

“The main features of the case admit of being very simply stated. Before 1793 the zamindars were, as they are now, the persons responsible to the Government for the payment of the land revenue in cases where that revenue was not collected directly from the cultivator. The amount of land revenue which each zamindar had to pay, and for the payment of which the Government held him responsible, was fixed by contract or arrangement between him and the Government. Such contracts were termed settlements. They sometimes related only to the revenue of a particular year, but it was found in practice more convenient to make them for a term of years. Before 1793 there had been two or three quinquennial settlements, and in 1793 there was in force a decennial settlement, or settlement for a term of ten years. The Government agreed with the zamindars that this settlement should be made permanent, and that no addition should be made to the amount of revenue by reason of any future increase in the area under cultivation. In other words, the Government fixed in perpetuity that which had previously been fixed either for a single year, or for a term of years. The Permanent Settlement then was simply a contract between the Government and the zamindars as to the amount of land revenue payable by the latter to the former. The parties to the contract were the Government on the one hand and the zamindars on the other. The ryots were not consulted about the arrangement, and were in no sense a party to it, and according to the most ordinary principles of contract it could not affect any right which they then had or might thereafter acquire.

“But then it was said that at the time of the Permanent Settlement, and as part of the same arrangement, a formal declaration was made declaring the property in the soil to be vested in the zamindars; that throughout the Regulation of 1793, which confirmed and gave effect to the Permanent Settlement, the zamindars are described as the ‘proprietors’ or ‘actual proprietors’ of the land, and that this declaration and description are inconsistent with the notion of proprietary rights in the land being vested in any other class of persons. As to the use of the term ‘proprietor’ no serious argument can be based upon it. I have heard of the magic of property. But I never understood that there was

any such magic in the phrase 'proprietor' as to wipe out any rights qualifying those of the person to whom the phrase was applied: and it would be specially difficult to show that it had any such effect in the Regulation of 1793.

"In the first place, the term, as applied to land, has no technical meaning in English law, and if you were to ask an English lawyer what were the rights in the soil of a proprietor of land, he would probably tell you that you were using loose and popular language, and would beg you to make your meaning more precise and clear. In the next place, the term was freely applied to the zamindars of Bengal and other persons of the same class in Regulations and other official documents of a date anterior to 1793, and therefore could not possibly be taken as indicating, or to use a technical term, connoting rights created at that date. And thirdly, the term, though as I have said, it has no technical meaning in England, has acquired a very definite meaning in the settlement literature of British India. It means, in those parts of India which are not permanently settled, the person who, whatever may be his rights in the soil, has the right of having a settlement made with him, the person, namely, whom, for purposes of land revenue, and for those purposes only, the Government find it convenient and advisable to treat as owner or proprietor of the land. Such a recognition of course is not inconsistent, and was never supposed to be inconsistent, with the existence of any number of other rights in any number of other persons. All such rights are simply left outstanding. The use of the term "proprietor" in this sense is closely analogous to the use of similar terms in English statute law. Here, for instance, is a definition of "owner" taken from a recent English Act—the Public Health Act of 1875:—"Owner" means the person for the time being receiving the rack-rent of the lands or premises in connection with which the word is used, whether on his own account, or as agent or trustee for any other person, or who would so receive the same if such lands or premises were let at a rack-rent." In this case, the legislature has said: We intend to impose certain sanitary duties on the owners of lands and houses. We will not inquire too closely which of several persons ought, as between themselves, to perform those duties. It is sufficient for our purposes to find out who gets the rent; we will treat that man as owner for the purposes of the Act. We will make him primarily responsible for the performance of duties imposed on owners by the Act, and leave all questions between him and third persons untouched. And this is precisely the policy which the East India Company adopted in Bengal before the date of the Permanent Settlement. They found a number of persons claiming interests in the soil. Which of those persons had the best claim, as against the others, to be considered true owner of the soil, was a theoretical question of enormous difficulty. But which of those persons ought, for land revenue purposes, to be dealt with as owners of the soil, and primarily liable for land revenue accordingly, was a practical question, which admitted of a practical solution. The East India Company settled it in Bengal by selecting the zamindars as the persons to deal with, and they christened them landholders or proprietors accordingly.

"What then is the meaning of the formal declaration referred to in Regulation II of 1793, that the property in the soil was vested in the landholders, and of the statement in the same Regulation, that the property in the soil had never before been formally declared to be so vested?

"Here again, if we bear in mind what is so often insisted upon by the zamindars, that the Permanent Settlement was a contract, that is to say, an arrangement between two parties, the Government on the one hand and the zamindars, and that this declaration was embodied in and formed part of that contract, there is no real difficulty in coming to a conclusion as to what it really meant. In dealing with persons who had interests in the soil, the Government claimed rights over them in two capacities. It claimed to be both supreme Government and supreme landlord. In one capacity it was dealing with subjects; in the other capacity it was dealing with sub-proprietors or tenants. But it was never very easy to say either what its rights as supreme landlord comprised, or at what point the line was to be drawn between its rights as landlord and its rights as Government. As to the first question, it

is of course obvious that the rights of a supreme landlord may be of the most limited nature. According to the theories of English law all English land is held mediately or immediately of the Crown, and therefore, says Blackstone, "the sovereign only hath *absolutum et directum dominium* in the land." But we all know that this absolute and direct ownership or proprietary right is of the most shadowy character. And as to the second question, I need only remind an Indian audience of the eternal controversy whether that share of the produce which is payable to the Government in districts not permanently settled ought more properly to be denominated revenue or rent. Now it was this second question which the Government endeavoured to solve in making the Permanent Settlement. It said to the zamindars, we will not only fix for ever that share of the produce for the payment of which you are to be held responsible, but we will give up to you our claim to be considered your landlords. What you pay us shall be revenue not rent. As between ourselves you and not we shall be deemed to be the proprietors of the soil.

"But there were three things which the Government did not do by the Permanent Settlement. It did not divest itself of its general right—a right which belonged to it not as landlord but as Government—to make from time to time such laws and adopt such administrative measures as it might think expedient for the general welfare of all classes of its subjects: it did not define the nature and extent of the proprietary rights which it gave up to the zamindars; and it did not include in its grant any proprietary or *quasi*-proprietary rights belonging not to itself, but to some other class of persons. Before the settlement the zamindars, when not cultivating themselves, occupied a middle position between the Government, with substantial but ill-defined proprietary rights over them, and the great mass of cultivators with substantial but ill-defined proprietary rights under them. After the settlement they were freed from the one, but they remained subject to the other.

"Nor is there any ground for the suggestion that the occupancy rights which at the time of the Permanent Settlement were—I will not say saved, for they required no express saving but—left outstanding, included only the rights of those ryots who happened to be in occupation at the date of the settlement. If there was at that time—as it seems abundantly clear that there was—an established custom or usage under which the resident ryots, that is to say, the great mass of the cultivators—for an agricultural population is essentially stationary in its habits—under which the resident ryots were entitled to hold at fixed rents, that custom or usage would, according to the ordinary principles applicable to the interpretation of statutes, be unaffected by the legislation of 1793, and would protect not only those who had taken up lands before that date but those who might take up lands at any subsequent date.

"We have, indeed, been told that it was part of the bargain between the Government and the zamindars that the latter should not only be exempted from payment of revenue for lands which were then waste, but which might subsequently be taken into cultivation, but should be given full and absolute discretionary powers as to the mode of dealing with such lands, unqualified by any village custom or local usage. But it would require extremely strong and clear words to make an enactment conferring such powers,—an enactment which would be inconsistent with all Indian notions as to the rights of a reclaiming occupier in the land which he brings under cultivation, and which would throw into, and keep permanently in, the category of *khamar* or private land the whole of the then vast area of the unreclaimed land of Bengal. It would require, I say, very strong and clear words to effect such a revolution, and I cannot in any of the Regulations of 1793 find words on which such a construction could reasonably be placed.

"And even if any such right had been conferred, it would have been controlled and qualified by the express reservation of a power to legislate from time to time for the protection of the cultivators of the soil.

"No, in construing the documents connected with the Permanent Settlement as in construing other documents of a like nature, general words must be read with reference and subject to specific rights and customs, and a bargain between two parties must not be treated as affecting the rights of any third party. Construed in accordance with these principles, the Permanent Settlement did

not, of its own operation, prejudicially affect any rights of the existing generation of cultivators, any custom or usage tending to protect the rights of future generations of cultivators, or any power of the Legislature to interfere from time to time for the protection of those rights.

"We may, therefore, I hold, proceed fearlessly and with a clear conscience to legislate in such manner as may seem most conducive to the interests both of landlord and of tenant, undeterred by any phantom which would bid us turn aside from the path of equal justice, and bearing in mind that if we interpose to strengthen the powers of the landlord, we should not be doing equal justice if we did not at the same time take steps to maintain, to secure, and to fortify the rights of the tenant.

"Our first object then must be to take care that the Bengal raiyats, as a class, shall be (I am using Sir Ashley Eden's words) "secured in the enjoyment of those rights which the current law and custom of the country intended them to have, protected against arbitrary eviction, left in the enjoyment of a reasonable proportion of the profits of cultivation, and, in short, placed in a position of substantial comfort, calculated to resist successfully the pressure of bad times."

"To protect the raiyats as a class. But how is that class to be defined? I have often asked that question, and the answers which I have received remind me of the well-known answer which is said to have been given by a Cambridge under-graduate to a Board of Examiners who pressed him sorely to define the centre of a circle. He traced a circle with his finger in the air pointed to the middle of it, and said "there." We all know in a general way what is meant by the expression "raiya": we all know in a general way what we mean when we speak of the resident or settled raiya, or of the resident or settled cultivator; but we cannot give any precise definition of the class without running a serious risk of including some whom we ought to exclude, and of excluding some whom we ought to include. An element of arbitrariness is necessarily inherent in every definition which we can possibly frame. We have seen that the authors of the Act of 1859, both when they spoke of a resident raiya, and when they laid down the rule as to 12 years' occupancy, did not mean to create new rights, but to describe existing rights, and that neither the phrase which they rejected, nor the rule which they ultimately adopted, precisely hit the mark. We are in the same difficulty now as the Legislature were in then, and, whilst admitting that the definition which was then adopted is imperfect, and that any definition which we can devise now must be to some extent artificial, our object should be so to frame our legislation as to depart, as little as possible, from the notions and distinctions which are already established in the country and familiar to the people.

"Now we find that there are two distinctions long and deeply engrained in the mind of the agricultural population of Bengal. The one is the distinction between the khudkasht raiya and the paikash raiya, the cultivator who, wherever may have been his place of residence, whatever may have been the length of time during which he had held any particular piece of land, was recognized as being in some sense permanently settled in a particular locality, and as having substantial, though imperfectly defined rights in the land situate within that locality; and on the other hand, the cultivator who was never fully recognized as properly belonging to or sharing the rights of the agricultural community, and always retained the character of an outsider, or almost an interloper.

"The other is the distinction between that portion of the land which, under whatever circumstances it was acquired or appropriated, and by whatever denomination it was known, whether as sir, khamar, nij-jote or zeraat, was recognized as being in a special and exclusive sense the private property of the zamindar, as distinguished from all the rest of the cultivated or cultivable area, which may be called raiyati land, and in respect of which the zamindar's rights were merely to receive a share of the produce or its equivalent in money.

"The first distinction is a distinction between two classes of cultivators; the second distinction is a distinction between two classes of land.

"Now, the legislation of 1859 proceeded on the first of these distinctions, and endeavoured, though as we have seen with imperfect success, to define and protect the rights of the khudkasht or settled raiyat. But there is a great deal to be said for basing legislation on the second of these distinctions. We might, I think, very fairly say to the zamindars—"This private, sir, or khamar land is, and shall be, your own in a special and exclusive sense. You may do as you like with it: keep it in hand, or let it out precisely as you please. Of this land you shall be not only the actual, but the absolute or exclusive proprietor. But as to the raiyati land, there your proprietary rights are, and shall be, limited by the rights of the occupying cultivators. You shall have your due share of the produce, but we will adhere to the old law and custom of the country, and prevent you from interfering with the occupier as long as he pays rent at the established rate." The great advantage of basing the law on this distinction would be, that it would entirely get rid of the elements of irritation and conflict necessarily inherent in any rule which declares that rights shall be acquired by occupation during a specified period of time. It will be seen from the papers which we shall lay before you, that the Government of India one time proposed to legislate on these lines, but in deference to very high authority, and to the suggestion that such legislation would involve too serious a departure from the principles contained in the Act of 1859, we have ultimately determined to embody in our Bill the twelve years' rule, with modifications which I will presently explain.

"I am now in a position to describe the principal provisions of the Bill which I am asking for leave to introduce. The Bill will be accompanied by a popular commentary in the shape of a full Statement of Objects and Reasons, and therefore I need not do more than dwell on its more important features.

"In the first place it is not intended, and does not profess, to be a complete or exhaustive code of the law of landlord and tenant. It is merely a Bill to amend and consolidate certain enactments relating to that subject. It does not attempt to embody all the rules of the common law or the results of judicial decisions, and it expressly saves custom.

"The most important sections of the Bill are those which relate to the raiyat with occupancy-rights, but before reaching that point the Bill deals with two other subjects to which I must shortly refer.

"The first of these is the distinction between the khamar or private land, and raiyati land or land destined for occupation by raiyats.

"The importance of this distinction arises chiefly from the circumstance that raiyats occupying land of the latter class will, under the Bill, enjoy a much larger measure of protection than those occupying land of the former class. Bearing this in mind, and having regard to the efforts made by landlords in some parts of the country under the existing law to get into their own hands as large an amount of the raiyati land as possible and convert it into khamar land, we have framed our definition so as to make it clear that the existing stock of khamar land cannot hereafter be increased, and have further enacted that all land which is not khamar land shall be deemed to be raiyati land, and that all land shall be presumed to be raiyati land until the contrary is proved.

"In Bihár, owing to the large extent of the khamar, or, as it is there termed, "zeraat" land, and the persistent efforts made by the landlords and their lessees to increase its extent, the question is one of cardinal importance. Accordingly we have further provided for making, in some parts of the province, a complete survey and record of the existing khamar or zeraat, in order to preclude all possibility of future disputes on the point.

"Next in order comes a chapter dealing with the class of persons who are described in the Bill as tenure-holders, and who are practically middlemen between the zamindar or principal rent-receiver and the cultivator. They do not, as a rule, cultivate the land themselves, but collect the rents and pay over to the superior proprietor an annual sum which may be either fixed or liable to enhancement

from time to time. There may be several degrees of such middlemen, each receiving rent from a person below him and paying rent to a person above him. And the amount of rent payable by them is determined by considerations similar to those which apply to the rent payable by an occupancy ryot.

"In dealing with this class of persons we have followed very closely the recommendations of the Rent Commission. They proposed to enact that in the cases where the rent of a tenure or under-tenure is liable to enhancement (there are many cases in which it is not so liable), it may be enhanced up to the limit of the customary rate payable by persons holding similar tenures or under-tenures in the vicinity, or where no such customary rate exists, up to such limit as to the Court may appear fair and equitable, but so that the profit of the tenure-holder shall not, in the absence of special circumstances, be more than thirty per cent. of the balance which remains after deducting from the gross rents payable to him the expenses of collecting those rents. And to prevent the power of enhancement from working hardship they proposed to provide that the enhanced rent should not in any case be more than double the previous rent, that the enhancement might, in certain cases, be made to take effect gradually, and that rent once enhanced should not be altered for ten years unless on account of alluvion or diluvion.

"On these and other points we have adopted their proposals, with certain modifications of detail. Thus we have declared a permanent tenure to be heritable, devisable and transferable, and we have enacted that the holder of such a tenure shall not be ejected by his landlord except under a decree of Court passed on the ground that he has broken a condition, on breach of which he is, under a written contract between himself and his landlord, liable to be ejected. It will be borne in mind that his interest is liable to sale, and in some cases to sale by a summary process. Lastly, we have provided for the registration in the landlord's register of all successions to and transfers of these kinds of interest.

"The best known and most important of these intermediate interests are those known as patni tenures. They are held at a rent fixed in perpetuity, but, in case of default, they are, under one of the old Regulations, liable to summary sale by a special process. We have devoted a special chapter to this class of tenures, but in dealing with them we have left the law substantially unchanged. We have not overlooked the various proposals which have been made for the amendment of the summary sale procedure, but we have thought that as they touch only matters of detail relating to an institution of a very special nature, they would be best considered at the Select Committee stage of the Bill, when it is hoped that it may be found possible to simplify the form of the law very much without materially changing its substance. In the mean time we have thrown the existing enactments into a schedule.

"We now come to the raiyat. I have said that there is considerable difficulty in defining the raiyat, and there is one particular class of raiyats, namely, those holding at fixed and unalterable rates, whom we have found it convenient to take out of the category of raiyats and include in the definition of tenure-holders. We have done this mainly for convenience of drafting, but we believe that the effect of our having done it will be of little practical importance, inasmuch as these tenants are to all practical intents and purposes on the same footing as tenure-holders.

"Setting these aside, who is a raiyat? We have been unable to frame more than a negative and incomplete definition of him. We propose, following the Bill prepared by the Rent Commission, to limit the term to tenants who hold land for purposes of agriculture, horticulture or pasture, or who have come into possession for such purposes. We are quite aware that cases may occur near the line of separation between the different classes interested in the land, in which a doubt will arise whether a tenant is a tenure-holder, a raiyat, or a person holding under a raiyat. We believe, however, that this distinction is generally well understood, and that, save in exceptional cases, no difficulty will arise. However this may be, no complete definition has as yet been

suggested which would not be certain to give rise to difficulties greater than those which it is intended to remove. If anybody can suggest a better definition than ours, we will gladly adopt it.

"I have said that one of the objects of our legislation is to give reasonable protection to the raiyats as a class, and in particular to recognise and confirm that right of occupancy conditional on payment of rent at the established rate which formerly appertained to the khudkasht, settled or permanent raiyat. Who then is the settled raiyat? We have seen that the Act of 1859 adopted as a test for determining this question the occupancy of land for twelve years. It has been held by the highest judicial authority that the provisions of the Act, with respect to the establishment of the right of occupancy, should be construed as cumulative and not as exhaustive, or exclusive of all other modes of establishing that right; but as a matter of fact the Act has come to be regarded as a Code complete in itself and as superseding all other modes of establishing the right. Its effect has consequently been to injure seriously the rights of the old established raiyats by throwing on them the burden of proving, not merely that they have held for 12 years in the village or estate, but further, that they have so held in every one of the particular fields or plots in respect of which they claim to have rights of occupancy, a burden which it need hardly be said it is impossible for them, in the absence of any trustworthy agricultural records, to discharge. And as regards the acquisition of rights of occupancy by new comers, a matter which is always regarded as absolutely necessary for the prosperity of the agriculturist class in this country, it becomes almost impossible under a law which enables the landlord to prevent it by the simple device of shifting the tenant from one holding to another before the period of twelve years has run out.

"It is unnecessary that I should state on the present occasion the various remedies which have been proposed for these evils. They will be found described and discussed in paragraph 61 of one of the despatches which will be published--the despatch of the Government of India to the Secretary of State, dated 21st March, 1882. It is enough to state the amendment of the law which we have, after a very full discussion of the question, resolved to propose. That amendment follows, with certain modifications, a suggestion of the Famine Commissioners, and consists in making the acquisition of the status of the khudkasht raiyat, or as he is termed in the Bill, the "settled raiyat," depend not on the holding of one and the same plot of land for twelve years, but on the holding of any raiyati land (whether the same or not it does not matter) in the same village or estate for a period of twelve years whether before or after the passing of the Act. The raiyat may, by ceasing for one year to hold land as a raiyat in the village or estate, lose the status so acquired, but while it continues to adhere to him, he will, notwithstanding any contract to the contrary, be deemed to have acquired a right of occupancy in any raiyati land held by him as a raiyat in the village or estate after this day--the 2nd of March 1883. No one can acquire the status of settled raiyat, and the occupancy-right which is attached to it, unless he has been a landholder, or he and his ancestors before him have been landholders for at least twelve years in the same village or estate. Thus mere squatters and nomads are effectually excluded. I should add that, in order to obviate the effect which the minute partitions of estates, so common of late in certain parts of the country, would have in reducing the area in respect of which a settled raiyat of an estate would enjoy his status as such, it is in effect provided that the estate shall, for the purposes of this portion of the Act, be taken to be the estate as it would have existed if no partition had taken place since the 1st of January 1858. All these provisions apply only to raiyati land, not to khamar land.

"And we preserve the rights of existing occupancy-tenants by providing that every raiyat who, immediately before the commencement of the Act, has, by the operation of any enactment, by custom, or otherwise, a right of occupancy in any land, shall, when the Act comes into force, become an occupancy-raiyat of that land for the purposes of the Act.

"Now we do not anticipate that these provisions will increase materially the area at present subject to occupancy rights; indeed, if the statement which has been made by a high authority, that 90 per cent. of the raiyats in Bengal already have that right, is correct, any such increase would scarcely be possible; but what we hope for is, first, that a stop may be put to the vigorous efforts which are at present being made by landlords in some parts of the country to withdraw land from the operation of the right by preventing the natural growth of a fresh occupancy-right in the place of an old right which has determined, and secondly, that where occupancy-rights do, as a matter of fact, exist, the proof of their existence may be a matter of less difficulty than it is at present to the ignorant and helpless raiyat.

"It will be observed from what I have said that a right of occupancy is to be acquired by a settled raiyat holding raiyati land *"notwithstanding any contract to the contrary."* We consider it essential to carry the enactment to this extent. To quote again from the despatch of the Government of India to which I have just referred: "such is the power of the zamindars, so numerous and effective are the means possessed by most of them for inducing the raiyats to accept agreements which, if history, custom and expediency be regarded, are wrongful and contrary to good policy, that to uphold contracts in contravention of the main purpose of the Bill would be in our belief to condemn it to defeat and failure. It is absolutely necessary that such contracts should be disallowed, and in this conclusion we have the support not only of the Bengal Government but also of the almost unanimous opinions of the Bengal officers."

"I was not a party to this despatch, but I desire to express my entire concurrence with the opinion therein expressed as to the absolute necessity of preventing our legislation from being overridden by contract. We are fully justified in directing our Courts not to enforce contracts, the clear and manifest intention of which is to defeat the intentions of the Legislature. On a matter of this kind an ounce of fact is worth a ton of theory, and I will try to give you an ounce of fact—a sample ounce—in the form of a so-called contract which, as I am credibly informed, has been imposed by a Bengal zemindar on a Bengal raiyat:—

"(1) Translation of the *Kabuliyat* said to have been executed.

To

Zemindar.

I, son of resident of
Pergunnah Sub-Registry and Police Station
of cultivator, do hereby execute this
kabuliyat.

I take the lease of bighas of land, more or
less, and yielding different rate of rents of village
and mentioned in the schedule below,

* * * * *

* an annual jama of Rs. I will

pay the rent at your cutcherry at * accord-
ing to monthly* equal instalments noted at the foot.
If I fail to pay the rent on due date, I will pay
interest at the rate of† two pice per rupee per
mensem till date of realisation. I will not raise
any objection to the payment of rent on the score
of inundation, drought, fallows or any other cause.
I will not delay to pay the rent. I will cultivate
the land with my own hands, keeping the boundary
intact in accordance with Your Honour's wish.
You and your heirs are at liberty to enter into
possession of the land if it is required by you and
them. I and my heirs will never acquire a right of
occupancy in the land. I will not sub-let, establish
hâts or bazars, erect buildings, excavate tanks,
make brick-fields, plant bamboo clumps‡ and gar-
dens, settle with korfa ryots, or transfer or alienate
the lands. If I do any of these acts I and my heirs
and assigns will be responsible for any damage

* Monthly instalments are oppressive. They drive the raiyat to the money-lender before the harvest, and they enable zamindars to wrong the raiyat by bringing suits every month and saddling the raiyat with costs.

† i. e., 6 Annas per rupee per annum, or $\frac{6}{16} \times 100$ per cent. = 37½ per cent. nearly.

‡ Bamboo clumps are real "necessaries" for a raiyat.

§ By section 21, Act X of 1871, the raiyat is only bound to pay half the road cess. This is to exact the whole from him.

|| This is to avoid section 5, Act II of 1878, which only throws one-half Public Works cess on the raiyat.

¶ By section 3, Act VIII of 1862, all the dak cess is payable by the zamindar. By this he throws them on the raiyat.

•• See sections 52, 55, Regulation VIII of 1793, and section 11, Act VIII of 1869. The imposition of such cesses is absolutely illegal.

†† ~~the~~ as wood. Not the value, or even ~~the~~ the value, of the tree.

‡‡ i.e., if the land is taken up for public purposes, the zamindar is to get the price paid by Government; the raiyat nothing.

N.B.—The kaboolyat is given by the raiyat and remains with the zamindar. The pottah is given by the zamindar and remains with the raiyat. This latter document gives no details, so that the ignorant tenant never has an opportunity of understanding the nature of his rights and obligations; all these are only entered in the kaboolyat, which is in the custody of the zamindar.

that may thereby accrue. I and my heirs will pay, in addition to the rent, Road-cess, § Public Works cess, || zamindari dak-cess, ¶ and any other cess which Government may levy in future, together with any cess** which you may levy. I and my heirs shall enjoy the fruits only of existing and future trees on the land (i.e., such trees as I and my heirs may plant, or may have been already planted by me at your instance, and such as may be planted hereafter at the instance of you and your heirs). I will not cut any trees whatever. If required by you and your heirs you are at liberty to cut trees on payment of one-fourth of the price of the wood.†† I will not raise any objection for abatement of rent on that score. If I do any damage to the existing bamboo clumps I and my heirs will be responsible. I will pay every kowri of the rent by the end of Chaitra. If I and my heirs fall into arrears, you and your heirs are at liberty to enter into khas possession, and will make a separate settlement as you and your heirs think fit, and I and my heirs will not raise any objection. I and my heirs will not claim any compensation‡‡ that may be awarded under Act X of 1870 and under any other law. To the above effect I execute at my free will this kabuliya.

“(2) Pottah.

Rent roll of raiyat, of village * pergunnah*
of zamindari lot bearing Touzi No. * zillah
* annual jama * * paddy, &c., village *,
land * rent and paddy, &c.

You shall enjoy the land paying rent from
Punya day to the end of the year, and having
rights as per kabuliya.

“This is the kind of document—contract I cannot call it—by which we do not intend that our legislation should be overridden.

“So much as to the mode in which the occupancy-right is to be acquired. Next as to the incidents of the right when obtained. The most important of these are collected and enumerated in one of the sections of the Bill, which provides that they shall attach to the tenancy notwithstanding any contract to the contrary. They are briefly as follows:—

- (1) the raiyat may use the land in any manner which does not render it unfit for the purposes of the tenancy;
- (2) he may make improvements on it as provided by the Bill;
- (3) he must pay rent at fair and equitable rates as determined by the Bill;
- (4) he cannot be ejected except under a decree passed for breach of certain conditions, or for using the land in such a way as to render it unfit for the purposes of the tenancy;
- (5) he may sub-let the land;
- (6) his interest is to be transferable, subject to certain rights reserved to the landlord; and
- (7) his interest is to descend as if it were land.

“It will be seen that these rights include the rights commonly known in England and Ireland as the three F's., fixity of tenure, fair rent and free sale. I will touch first on the last of these three rights—the right of transfer.

“The question whether the right of occupancy should be made by express enactment freely transferable everywhere, as it is at present held to be by custom throughout a very large portion of the area to which the Bill applies, has been most fully and carefully considered. It has to be looked at from two points of view, namely, first, from the point of view of the landlord, and secondly, with reference to the interests of the tenant.

"From the former point of view the question presents comparatively little difficulty. The landlord is concerned only to see that we do not allow an objectionable tenant to be forced on him against his will, and this we can readily guard against by giving him a right of pre-emption, or something equivalent to a right of pre-emption in every case of transfer. We have accordingly provided that in cases of voluntary sale, gift or bequest, the landlord shall have a right to purchase at a price to be fixed by the Civil Court; that in the case of a sale in execution of a decree, when the landlord and any other person bid the same amount, the landlord shall have the right of pre-emption; and that when an order is passed for foreclosing a mortgage of an occupancy-right, the landlord shall be allowed an opportunity of paying in the amount of the mortgage debt and taking the place of the mortgagee. The only doubt that has been felt about these provisions is whether, in the case of a voluntary sale, the landlord should not be required, if he exercised his right of pre-emption, to pay the price at which the raiyat has actually agreed to sell the occupancy-right instead of a price to be fixed by the Court; but on considering the difficulties by which the right of pre-emption would be clogged in cases of collusion between the vendor and purchaser, and in cases in which a spiteful neighbour might be willing to pay an exorbitant sum for an occupancy-right with a view to harassing the landlord, we have thought it best to put the case of voluntary sale on the same footing as those of gift and bequest.

"Looking at the question of transferability next from the point of view of the occupancy-raiyat's interest, the local Government and the Government of India have come to the conclusion that, in the absence of evidence of any evil consequences which have already followed from such transfers, or which may be anticipated as likely to occur in the near future, it would be unwise to oppose the growth of the very strong tendency towards transferability which the prevailing customs show to exist in rights of this class in almost all parts of the country. The existence of such a tendency indicates what, indeed, is clear from other evidence, that those most concerned regard the quality of transferability as an important incident of the right, and it cannot be doubted that the enactment of a law absolutely forbidding transfer would, even if it saved existing customs, be regarded as a hardship. I may add that if the custom of transferability is so widely established as is stated by some very competent authorities, the operation of a law of this sort would be so limited as to be of but little importance.

"That the powers of transferring and sub-letting which the Bill recognises may in time lead to a state of things in which the great bulk of the actual cultivators would be not occupancy-raiyats but under-raiyats with but little protection from the law, is indeed within the range of possibility; but if such a state of things should ever arise we may rest assured that the Government of the day will know how to deal with it. There is nothing in the present Bill which ought in any way to hamper them in doing so—nothing to affect the principle that, in an agricultural country like India, the great mass of the actual cultivators of the soil, whoever they may be, and however they may have come into the possession of the land, must be protected by the law.

"It may be asked, what happens if a landlord, by way of pre-emption or otherwise, acquires an occupancy-right in his own land. The answer is, any tenant who subsequently takes the land from him is to have a right of occupancy in it. There is nothing in the Bill to prevent a landlord so acquiring an occupancy-right in land from keeping the land in his own hands and cultivating it by his servants or by hired labourers. All we propose to enact is that if he chooses to let it to a tenant that tenant shall at once acquire an occupancy-right. We consider this necessary in order to guard against the possibility of a landlord buying up on a great scale the occupancy-rights existing on his estate with a view to putting non-occupancy raiyats on the land. To a landlord who buys an occupancy-right, as contemplated by the pre-emption sections of the Bill, merely with a view to excluding an intending purchaser whom he objects to have as his tenant, there would be no appreciable hardship in the restriction.

"So much for free sale: now as to fair rents. It will be remembered that

under Act X of 1859, there were, putting aside the question of alterations in area, which we deal with separately, only two grounds on which the rent of an occupancy-tenant could be enhanced :

1st, that the rate of rent was below the prevailing rate payable by the same class of raiyats for land of a similar description and with similar advantages in places adjacent ; and

2nd, that the value of the produce or productive power of the land had been increased otherwise than by the agency or at the expense of the raiyat.

“ And we have seen that in the Great Rent Case the Court ruled that where enhancement was claimed on the second of these grounds, the rule of proportion should be observed, namely, that the enhanced rent should bear to the previous rent the same ratio that the increased value of the produce or productive power bears to the value or power at the time when the previous rate was fixed.

“ Now, whatever may be said for the rule of proportion on theoretical grounds—and there is much to be said for it—there is a general admission that in practice it has proved unworkable by the Courts. It has proved unworkable, because it throws on the Court in each individual case the necessity of undertaking elaborate and laborious inquiries into economical questions with which the Court is altogether incompetent to deal, and which have reference not merely to the present time but also to past and possibly very remote times, for which no such evidence as could be acted on by a Court of Justice is likely to be forthcoming. Moreover, it necessitates enquiries, which are of such a nature that they could with advantage be undertaken only generally on a great scale and once for all, being instead of this undertaken over and over again in a most imperfect and unsatisfactory manner in individual cases.

“ The result of this is that though the right of the landlord to enhance is distinctly recognized by the law, and though definite rules are laid down for its enforcement, the law has become to a great extent a dead letter.

“ The most important object of our proposals on this head is, while guarding and limiting the right to enhance in certain respects, to put it on such a footing that it will be readily enforceable in practice ; and the chief means adopted for attaining this object is that of separating off the statistical and economical inquiries of a general nature, to which I have just referred, and providing for their being undertaken once for all on a large scale by Revenue-officers.

“ We begin by providing that, except on account of an addition to the area of a holding by alluvion, a money-rent payable by an occupancy-raiyat shall not be enhanced except by a decree of a Civil Court, or by an approved and registered contract.

“ I will speak first of enhancement by contract. We consider, for reasons which I have already mentioned, that it would be destructive of the objects of the Bill if occupancy-tenants were left perfectly free to deprive themselves by contract, or, I should rather say, by instruments having the external form of contracts, of the right to hold at fair and equitable rates secured to them by the law.

“ But, on the other hand, we believe that there are cases in which both landlord and tenant are willing to agree to a reasonable enhancement of rent, and we think it hard that in such cases they should be driven against the will of both into a law-suit. We have accordingly adopted a middle course by providing that a money-rent payable by an occupancy-raiyat may be enhanced by a contract in writing, approved of and registered by a Revenue-officer appointed by the Local Government in this behalf, we have directed that a Revenue-officer shall not approve or register such a contract until he has satisfied himself that it is fair and equitable, and we do not allow him to register any contract, by which a raiyat engages to pay a rent more than six annas in the rupee higher than the existing rent, or more than one-fifth of the estimated annual value of the gross produce of the land.

"Passing now to enhancement by decree of a Civil court, we proceed on the assumption that there are, at least in some parts of the country, certain rates of rent generally recognized as the rates payable by occupancy-tenants for the various classes of land held by them. Where this is the case we presume that it would not be very difficult for a Revenue-officer to ascertain those rates, and then, starting from them as a basis, and taking into account such changes in the productive powers of the soil and in the prices of produce as may have occurred since they were fixed, to prepare tables of the enhanced rates which, subject to allowance in exceptional cases, might fairly and equitably be demanded by the landlord for each class of land under the existing conditions. The Revenue-officer might further show in his tables the average gross produce of each class of land and its estimated value. Supposing this to be done, the Civil Courts would be relieved almost entirely of those economical and statistical enquiries which at present are involved in enhancement suits. They would accept the rates and produce statistics shown in the tables as *prima facie* correct for all lands of the class to which the tables referred, and might restrict themselves to considering the comparatively simple and limited questions as to whether the particular lands in question in the suit belonged to the class alleged, and whether there were any exceptional circumstances connected with them which would require the rent to be fixed at a different rate from that set down in the table.

"We are, of course, well aware that there would be many parts of the country for which, owing to the non-existence of recognized rates of rent, or to the great varieties of the soil, no such tables could be prepared, and further, that even where it is possible to prepare such tables, their preparation must be a work of time. Accordingly, we have drawn our Bill so as to provide for two possible classes of cases, and for two kinds of enhancement suits,—suits to enhance money-rents where a table of rates has been prepared, and suits where a table of rates has not been prepared.

"It will be convenient to deal, first, with the latter set of provisions. The cases in which a suit may be brought to enhance the money-rent of an occupancy-holding situated in a tract for which a table of rates has not been prepared are in the main the same as those provided for in Act X of 1859, the only difference of sufficient importance to call for notice here being that, for the purpose of estimating the increase in the productive powers of the land, or in prices on which a right to enhance depends, the Court is not compelled, as under the present law, to look to the time at which the rent was fixed; but when that time cannot be ascertained (as it frequently cannot), or when the productive power and the prices prevailing at that time are undiscoverable, may take, for the purposes of comparison, any other time which may appear to it fair and equitable.

"We have endeavoured to supply a defect in Act X of 1859 by fixing the limits up to which the Court is to enhance in cases in which the enhancement is claimed on the ground of an increase in the productive powers of the land or of prices. We provide that if the increase has been effected wholly by the agency or at the expense of the landlord, he shall be entitled to the whole benefit of it; that if it has been effected partly by the agency or at the expense of the landlord and partly by the agency or at the expense of the tenant, the benefit shall be divided between them in such shares as, having regard to all the circumstances of the case, the Court thinks fair and reasonable; and that, if it is not proved that the increase has been effected by the agency or at the expense, either of the landlord or of the tenant, each of them shall be entitled to one-half the benefit: provided in this last case that the enhanced rent shall not bear to the previous rent a higher proportion than the increased productive power, or increased prices, bear to the former productive powers or former prices, as the case may be. Thus the rule of proportion, instead of being as it is at present, under the decision in the Great Rent Case, the measure of enhancement in all cases, will merely supply a maximum limit in one of three possible cases. As it is not apprehended that landlords will often seek to press their rights of enhancement to the full extent, it seems unlikely that it will give rise to any considerable difficulty.

"And, lastly, we have fixed a maximum beyond which rent cannot be enhanced in any case. My honourable colleague, Mr. Kristodas Pal, has, in one of his published papers, remarked on the necessity of allowing the raiyat a sufficient margin for cultivation and maintenance, and has expressed an opinion that if the landlord's share of the gross produce were fixed at more than one-fourth, or 25 per cent., it would trench upon the very means of subsistence of the raiyat—would, in fact, be a starvation rent. Now it is not for the interest either of landlord or of tenant that starvation rents should be recoverable, and accordingly we have limited the share of the gross produce which the landlord can take by means of an enhanced rent. We had originally proposed, following the recommendations of the Rent Commission, to fix the maximum limit at one-fourth, or 25 per cent.; but my friend, the Lieutenant-Governor, has recently obtained evidence tending to show that this limit would in some parts of the country be ruinously high, and accordingly we have, at his instance, altered it to one-fifth, or 20 per cent.

"Coming next to the scheme for enhancement by means of a table of rates, we have empowered the local Government to direct a revenue officer to prepare for any local area, with the aid of assessors, a table showing for each class of land comprised in that area the rate of rent fairly and equitably payable by occupancy-raiyats, the average gross produce of the land, and the average value of that produce. The land is to be classified according to the nature of the soil, situation, means of irrigation, and other like considerations, and in fixing the rates for each class regard is to be had

- (a) to the rates of rent ordinarily payable by occupancy-raiyats for land of that class at the time the table is prepared,
- (b) to the value of the average gross produce of land of that class, and the cost of raising that produce about the time those rates were fixed, or, where these matters cannot be ascertained for that time, about such other time as it may be fair and equitable to take for the purpose of comparison,
- (c) to the value of the average gross produce and the cost of raising that produce at the time the table is prepared, and
- (d) to the following rule, namely, that where the rate of rent for any class of land is raised on account of an increase in the value of the produce, the new rate shall not bear to the old rate a higher proportion than the increased value of the produce bears to the former value.

"And no rate is to be fixed so as to exceed the share of the gross produce to which I have already referred.

"The table will be in force for such period not less than 10 or more than 30 years as the Local Government may direct, and while it remains in force it will be conclusive evidence

- (a) that, except in two exceptional classes of cases, the rates shown in it for each class of land are the fair and equitable rates payable for land of that class by occupancy-raiyats within the local area to which the table applies; and
- (b) that the statistics of gross produce and value given in the table are correct.

"The Bill lays down rules for the guidance of a Court in suits instituted to enhance the rent of an occupancy-raiyat in a local area for which a table of rates has been prepared, and a glance at these rules will show what an important simplification of the work of the Court will be effected by the table. The general rule is that the Court shall enhance up to the rate shown in the table for the class of land in question, or, where maximum and minimum rates are shown for land of that class, as will occasionally be the case, to such rate not higher than the maximum or lower than the minimum, as it thinks fit. It is only in certain exceptional cases that the Court will be required to go behind the rates. Those exceptional cases are of two classes:

"The first class comprises cases which may be described, with sufficient accuracy for my present purpose, as cases in which, owing to some improvement having been effected or having taken place in reference to the land since the commencement of the tenancy, the land has been raised from a lower to a higher class of the table. In these cases the benefit of the improvement is appropriated to landlord or tenant or apportioned between them on the principle which I have already referred to as applicable in other enhancement suits.

"The other class of exceptional cases in which the Court will have to go behind the rates are cases in which the raiyat proves that by contract, or by custom, or on some equitable ground, he is entitled to hold at a rate lower than that fixed by the table for land of the class to which his belongs; and in cases of this class the Court is required to fix the rent at the lower rate at which the raiyat proves that he is entitled to hold.

"I need only add that all suits for enhancement, whether under a table of rates or otherwise, are made subject to the three rules already referred to under the head of tenures, namely, that a rent shall not be enhanced so as to be more than double the previous rent; that the Court may order the enhancement to take effect by degrees for any number of years not exceeding five; and that when rent has been enhanced it shall not be again enhanced for 10 years. We consider that rules to this effect are necessary for the purpose of preventing sudden and ruinous enhancements, and vexatiously frequent alterations of rent.

"How far it will be possible to give effect to the provisions with respect to the preparation of a table of rates I will not venture to predict. The members of the Rent Law Commission appear to have entertained great hopes of those provisions being largely used, and they seem to have thought that in some cases, if the rates were once settled by authority, landlords and tenants would soon be able to adjust their differences. On the other hand, the result of recent inquiries would seem to show that in some parts of the country at least the rates vary so much from holding to holding as to render the preparation of a table impossible or practically useless. It must, however, be pointed out that it will not follow that because a table of rates has not been or cannot be prepared for a local area, the landlords of that area will necessarily be reduced to the ordinary procedure by Civil suit. They will, in many cases, be able to invoke the aid of a Revenue-officer for the settlement of their rents under certain provisions of the Bill which I will notice in their proper place.

"The provisions for the enhancement of the rent payable by an occupancy-tenant are balanced by certain provisions for its reduction. The cases in which a claim for reduction is allowed are, with certain modifications of detail which it is unnecessary for me to notice, the same as under the existing law, that is to say, a reduction can be claimed only where there has been a decrease of productive power or of prices, and such cases are so rare that it has been thought unnecessary to lay down any elaborate rules for their treatment. We therefore simply provide that when a case for reduction is made out, the Court may direct such reduction as it thinks fair and equitable.

"On a comparison of the provisions for enhancement with the provisions for reduction, it might be said that they have a somewhat one-sided appearance. The landlord can use the table of rates for the purpose of levelling up, the tenant cannot use it for the purpose of levelling down. But it must be remembered that the principle on which the Bill is framed is to proceed as far as practicable on the basis of existing rents, and that nothing is further from our intention than to bring about a general reduction of rents. Whether under exceptional circumstances, and in special areas, such for instance as the area in Behar, where we learn from recent reports that the average rates all round have been enhanced by 500 per cent. in the last 43 years, whilst the area under cultivation has actually decreased, and the rise in prices during the same period has been at most 73 per cent., it may not be necessary to take steps, if not for a reduction, at least for a readjustment of the rates of rent, is a separate and difficult question on which I will not enter now. But I repeat that proposals for a general reduction of rents form no part of the Bill.

"These are the most important of the proposals of the Bill with respect to the rent of occupancy-tenants. I will not touch on the provisions which relate to the regulation and commutation of rent payable in kind, important as those provisions are, or on the sections which relate to the rights of a settled raiyat in his bastu or homestead land, but will pass on at once to the chapter dealing with what are called in the Bill ordinary raiyats, that is to say, raiyats holding raiyati land, but not having a right-of-occupancy in respect of it. If we are to accept as approximately accurate the statement, for which I believe my Honourable Colleague Mr. Kristodás Pál is responsible, that some 90 per cent. of the raiyats of Bengal already have occupancy-rights, this class will not be numerous. Now, under the existing law as stated in Article 51 of Mr. Field's Digest, the rent of a raiyat belonging to this class can be enhanced only after service of a notice of enhancement; and if after receiving this notice, the raiyat elects to remain in possession of the land, he cannot be compelled to pay more than a reasonable rent for it. And the principle on which we have proceeded in dealing with tenants of this class is that, while it is desirable to interfere as little as possible between them and their landlords, they should not be exposed to arbitrary rack-renting and eviction at the hands of their landlords, and that the acquisition by them of the status of settled raiyats should be facilitated in every reasonable way.

"We accordingly provide that, subject to a certain maximum, which has been fixed for the rents of all raiyats and under-raiyats, and to which I shall presently refer, an ordinary raiyat shall pay such rent as may from time to time be fixed by agreement between him and his landlord; but in order to check extravagant enhancements by the landlord, we provide that if the landlord proposes an enhancement of the rent to which the raiyat does not agree, the landlord shall not eject him without paying him, besides any amount that may be due to him as compensation for improvements under the provisions of the Bill, a further sum by way of compensation for disturbance equal to a certain multiple of the yearly increase of rent demanded. *Ten* times the increase is the amount provided for in the Bill as it stands; but it need hardly be said that a figure of this sort is at this stage of a Bill entered only tentatively and subject to future consideration. The object in view is to fix a multiple of the increase high enough to deter the landlord from making an extravagant demand, but not so high that the raiyat would be induced by the prospect of obtaining it to refuse to accede to a reasonable enhancement.

"In addition to this we provide that a landlord shall not eject an ordinary raiyat except

- (a) for arrears of rent;
- (b) on the ground that the raiyat has used the land in a manner which renders it unfit for the purposes of the tenancy, or that he has broken some condition on breach of which he is under the terms of a written contract liable to be ejected; or
- (c) that he has refused to agree to an enhancement of rent on which the landlord insists.

"It is in this last case that the provision as to compensation for disturbance will apply.

"I spoke just now of a maximum rate for the rent of all tenants whether raiyats or holding under raiyats. I have explained that a raiyat is to be entitled to sub-let. We are well aware of the evils incidental to sub-letting, and of the risk that a tenant holding at favourable rates may, by sub-letting, convert himself into a rack-renting middleman. But the Government of Bengal did not see its way, and we do not see our way, to an absolute prohibition of sub-letting, or to such an upsetting of existing notions as would be involved in conferring the rights which are generally recognized as attaching to the raiyat, on the khorfa or under-raiyat, who appears to be little better than a labourer, paying himself out of the produce of the field which he tills, and making over all the rest of that produce to the landlord. Sir Ashley Eden preferred to content himself with imposing some discouragement on sub-letting by limiting the money-rent of all raiyats and under-raiyats not having a right-of-occupancy to a maximum which

he suggested might be fixed at 35 per cent. of the gross produce. This maximum was fixed with reference to the 25 per cent. maximum in the case of occupancy raiyats; but as we have, at the instance of the present Lieutenant-Governor, proposed to lower the latter maximum to 20 per cent., so we propose to fix the maximum for ordinary raiyats at five-sixteenths or about 30 per cent.

"I have now touched on the most important of these provisions of the Bill which relate specially to particular classes of tenants; but before leaving this part of the subject I ought to say a few words about the subject of tenant's improvements, since the right to make improvements has been expressly mentioned as one of those rights which is attached to the status of an occupancy-raiyat.

"The question as to the right of a raiyat to make improvements and to claim compensation for them on ejection will, if the proposal to make occupancy-rights freely saleable in execution of decree is adopted, be of less importance in Bengal than in some other parts of British India. The great mass of the raiyats having a right of occupancy and not being liable to be ejected except under peculiar circumstances of rare occurrence, and the question of compensation adjusting itself when an occupancy-right is sold in execution of a decree, claims for compensation for improvements will be comparatively few. But the importance from an economical point of view of encouraging improvements is so great in this country that special provision has been made for the matter to meet the case of ordinary raiyats, and such cases as may from time to time occur of occupancy-raiyats being ejected from their holdings.

"The principle on which the sections of the Bill relating to this subject proceed is that that party to a tenancy whose interest in the land preponderates should have the preferential right to improve and take the full benefit of his improvements; but that if the party having this preferential right is unable or unwilling to avail himself of it, it should be open to the other party to make an improvement and reap the benefit of it.

"We accordingly confer on an occupancy-raiyat the preferential right to improve, and provide (subject to one exception to be presently noticed) that if he does not avail himself of this right, and the landlord desires to have any improvement made, he may call upon the raiyat to make it, and that, if the raiyat does not within a reasonable time comply with the request, the landlord may make the improvement himself. We enact what may be termed the inverse of these provisions for the case of the ordinary raiyat, that is to say, we give the preferential right to the landlord, and allow the raiyat to improve only if the landlord, on being requested by the raiyat to make an improvement, neglects within a reasonable time to do so.

"We have, however, made an exception to these rules in the case of one sort of improvement, namely, a dwelling-house for the raiyat and his family. We consider that this is an improvement which every raiyat, an ordinary as well as an occupancy raiyat, should be entitled to make; and we further consider that it is not an improvement which a landlord should be empowered to force on a raiyat against his will. As regards this improvement, accordingly, we provide simply that any raiyat may make it, no right to make it, whether preferential or otherwise, being conferred on the landlord. When a landlord makes an improvement under these sections he will be entitled to reap the immediate and full benefit of it in the shape of an enhancement of the rent under the provisions of the Bill relating to that subject. When a raiyat makes an improvement under these sections he will, if ejected, be entitled, subject to certain exceptions which I need not notice now, to receive compensation for it. An occupancy-raiyat will further, while he continues to hold, reap the full benefit of his improvements, inasmuch as his rent cannot be enhanced on account of an improvement made by him. An ordinary raiyat, under similar circumstances, may possibly not be able in all cases to retain the full benefit of his improvements, but the check placed on the landlord by the provisions to which I referred just now will, as a rule, amply protect him in the enjoyment of that benefit.

"We do not think that a raiyat should be allowed to contract himself out of his right to make improvements of the class specified in the Bill, and

accordingly the Bill makes void all stipulations in contracts providing either that a landlord may prevent a raiyat from improving or eject him for improving, or that a raiyat when ejected shall not be entitled to compensation for improvements.

"The remainder of the Bill is mainly concerned with provisions which apply to all classes of tenants alike.

"The object of some of the most important of these is to remove fertile causes of, or pretexts for, dispute and litigation between landlord and tenant, by providing means for ascertaining and determining the amount of rent payable by the latter to the former, and the dates at which instalments of rent are payable.

"We empower the Board of Revenue to fix the instalments in which rents are to be paid. This power is of considerable importance in the case of raiyats' holdings. Much of the harassment to which the raiyats are subjected is said to arise from the number of instalments in which their rents are payable, and to remedy this the Board is empowered, subject to certain reservations regarding agreements entered into, and customs prevailing before the commencement of the Act, to fix the instalments in which the rents of raiyats are to be payable, so that there may not be more than four in each year.

"We require every landlord to give to a tenant paying him rent a receipt containing much fuller details than those prescribed by the existing law, and to keep a counterpart of every receipt so given, and we provide that when a receipt does not contain the requisite particulars, it shall be deemed to be an acquittance in full up to date.

"We require every landlord to furnish to his tenant for each agricultural year a detailed statement of the account between them for that year, and to keep a counterpart of every statement so furnished.

"And, following the existing law as to receipts, we impose penal damages for refusal or neglect to give receipts or furnish accounts, and make it an offence punishable with fine to neglect to keep a counterpart as required by the Act.

"We believe that if these provisions are fully enforced, much advantage will result to both parties. Not only will the tenants be supplied with proper evidence of the payments made by them and of the state of their accounts, but the landlords, if they keep their counterpart statements in a proper manner, will find them useful as evidence before the Courts.

"Among the commonest defences to a suit for arrears of rent are that the tenant has already tendered his rent, and that it has been refused, or that the tenant did not know who was entitled to the rent.

"Under the existing law there is but one case in which a tenant can deposit his rent in a public office, so that the deposit may operate as a payment to his landlord, namely, when he is prepared to declare solemnly that he has tendered the rent to his landlord and that the landlord has refused to receive it.

"It has been found, however, that this affirmation has become a mere form, and we have thought it better to allow the tenant to deposit his rent whenever he has reason to believe that the landlord will not receive it. We also think it advisable that a tenant should be allowed to deposit his rent in two other cases, namely—

- (1) when it is payable to co-sharers jointly, and he is unable to obtain their joint receipt, and no person has been empowered to receive the rent on their behalf; and
- (2) when the tenant entertains a *bona fide* doubt as to who is entitled to receive the rent.

"This extension of the right to deposit rent necessitates our conferring on the officer empowered to receive deposits a certain discretion not allowed by the present law. He is accordingly given a discretion to refuse the deposit if he does not think the circumstances of the case warrant its being made, and a further discretion to pay away the deposit, if he thinks fit, to such one of several

rival claimants as may seem to be entitled to it, but subject of course to the right of any person actually entitled to it to recover the amount from the person to whom it is so paid. As regards this last point, however, I should state that the officer will have power to retain the deposit if he thinks fit, pending the decision of the Civil Court as to the person entitled to it, and this latter course is doubtless that which he would adopt in all cases in which there might be any reasonable doubt as to the person entitled.

"There are a large number of other provisions which fall within this part of the Bill, such as the provision for the division or appraisement of crops where rent is paid in kind, the provisions for measurement of the land and the like; but I need not refer to them now, as they will be found in most cases to follow closely the proposals of the Rent Commission, although in one or two cases we have generalized provisions which had been made specially applicable to Behar.

"Passing over this class of provisions, I proceed to the further proposals which we have made for supplementing, by the action of the executive authorities, the powers of the Court with respect to the settlement of rents.

"I have already expressed my apprehension that in many parts of the country the framing of a table of rates will be impossible. I should add that in many instances the mere framing of a table of rates will not suffice to settle the disputes between landlords and tenants. In either case the only satisfactory remedy may be a settlement of individual rents by a Revenue-officer, conducted somewhat in the same manner as in a Government estate at present, and with a view to provide such a remedy we have inserted in the Bill a chapter which is entitled *of the Settlement of Rents by a Revenue-officer*.

"There is, however, one cardinal difference between the provisions of this chapter and those of the existing settlement law which should be noted at the outset. Under the existing settlement law, when a settlement-officer has, after the most careful and protracted inquiry, settled the rents of an estate, and his proceedings have been scrutinized and checked by the superior Revenue authorities, every individual rent fixed by him is liable to be called in question in the Civil Courts, and that not merely on the ground of error in respect of some matter such as the status of a tenant or the validity of an alleged lease, falling most appropriately within the cognizance of a Civil Court, but also on the ground of an error as to the quality of the soil, the estimated amount of the produce, or some other similar matter with which the Revenue authorities conducting their inquiries on a great scale are far more competent to deal than any Civil Court trying a suit relating to a single holding can possibly be; in other words, an important portion of the work, after being done by those authorities who are most competent to perform it, is liable to be pulled to pieces by another set of authorities who are far less competent to perform it. The enormous amount of unnecessary expense, trouble and vexation which this system entails on all concerned, can be estimated from the fact stated by the Board of Revenue in referring to a recent settlement, that out of 2,391 decisions in suits brought to contest the Settlement Officer's rates 2,202 were absolutely adverse to the plaintiffs. An attempt has been made to avoid this in the Bill by distinguishing, among the various questions which may arise in a settlement of rents, those which the Revenue authorities are most competent to determine, and those which a Civil Court is most competent to determine, making the decision of the Revenue authorities final on the former, and providing that the latter may ultimately be brought for decision before the Civil Court.

"The procedure of this chapter, besides being available for the purpose of Government settlements, may be made applicable by the Local Government—

- (a) When a large proportion of the tenants or of the landlords desire that it should be applied, and
- (b) When a resort to it is likely to settle or avert a serious dispute existing or likely to arise between landlords and tenants generally.

It is applicable to tenants of any class, but would probably be made use of chiefly for settling the rents of occupancy-tenants.

"When the rents to be settled are rents which are liable to enhancement or reduction by a Court, they will be *fixed* according to the principles embodied in the Bill, and so that no rent shall exceed the maximum prescribed in cases of enhancement. When, on the contrary, the rents are not of this description, they will be merely ascertained and recorded as rents are ascertained and recorded under Regulation VII of 1822.

"The Revenue-officer having settled the rents will prepare a jamabandi, showing the status of each tenant, the land held by him, the name of his landlord, whether the rent has been fixed or ascertained, and the amount of the rent fixed or ascertained. This jamabandi will be published, and, after an opportunity for urging objections against it has been allowed, will be submitted to the higher Revenue authorities with the objections and a report setting forth the ground on which the Revenue-officer has proceeded. If ultimately sanctioned by the Local Government, it will be again published, and will then continue in force for ten years.

"While it remains in force it will be conclusive (except as I will presently explain) as to the rents payable by those tenants whose rents are shown in it as fixed. As regards rents shown in it merely as ascertained, and as regards all other matters contained in it, it will be merely presumed to be correct until the contrary is proved.

"It will be observed that in thus empowering a Revenue-officer to fix rents so as to bind the parties, we necessarily empower him to decide certain questions, as *e.g.*, that of the status of a tenant, which more properly appertain to the jurisdiction of the Civil Courts, and ought not to be finally decided by any other authority. It is not, however, intended that the Revenue-officer should finally decide such questions. He may, if he thinks fit, when such a question arises, abstain altogether from deciding it, and refer it to a Civil Court, or leave it to be raised before a Civil Court in a suit instituted by any party interested.

"In most cases he would probably decide the question on such evidence as might be readily available; but whenever he takes this course, his decision will be liable to be challenged in a Civil Court on the ground—

- (a) that the tenancy does not exist, or that the tenant is not liable to pay rent, or
- (b) that the tenant belongs to a class different from that to which he is shown in the jamabandi to belong, or
- (c) that the land comprised in the tenancy is different from or more or less than that shown in the jamabandi, or
- (d) that a rent different from that shown in the jamabandi has been fixed by contract.

"We believe that this list exhausts all the matters in regard to which a Civil Court may be regarded as a better tribunal than the Revenue authorities, and if this is so, the determinations of the Revenue authorities in regard to all other matters may safely be made final and conclusive.

"We have by a separate chapter given to a Revenue-officer, acting under instructions from the Local Government, the narrower power not of fixing and settling rents, but merely of ascertaining and recording within a specified area existing rights and rates of rent, in other words of framing what is known in other parts of India as a record-of-rights. The Local Government may apply the provisions of this chapter not only in cases in which it may empower a Revenue-officer to settle rents, but also in any other case in which the Governor General in Council may sanction the application of its provisions.

"I now come to that part of the Bill which deals with the procedure for the recovery of rents, and in touching on this subject I cannot express too emphatically my concurrence with the opinions expressed by the Rent Commission as to the extreme danger of summary methods of justice. "In order that justice may be done," they remark—

"truth must be elucidated; and the elucidation of truth, especially in this country, and for reasons which we need not here dwell upon in detail, requires time and patience. Any attempt to abridge judicial inquiry by arbitrary and abnormal presumptions in favour of either party, which by precluding the production of evidence may enable Judges to arrive at rapid conclusions, is, to our minds, retrogressive and unsafe. The history of the judicial administration of this country for the last half century is a continuous record of the abandonment of a system of procedure under which rights were hastily and perfunctorily adjudicated upon, the person defeated and dissatisfied being left to a "regular suit" to right himself, if wronged by an irregular proceeding which too often saddled him with the burden of proof that should have been laid on the shoulders of his adversary, and thus unfairly diminished his chance of ultimate success. We entirely agree in the wisdom which has abolished this system, we will not say, of administering justice, but of choking-off litigation; and we cannot recommend the adoption of any summary procedure for rent suits which would involve even a partial renewal of it."

"There is no royal road to the discovery of facts, and most short cuts are mere delusions. Let me illustrate this from an episode in the history of modern Roman law as practised in Germany. The ordinary procedure for determining rights of possession was found to be tedious, and another form of procedure was devised which was supposed to be more expeditious and was called *summarius*. This again was denounced as dilatory and was superseded by another still more summary form of procedure, which was christened '*summariissimum*.' The great jurist Savigny tells us that he once took part as judge in a trial which was being conducted according to the form of procedure known as *summariissimum*. At the time when he sat this trial had lasted some twelve years. Several faculties of jurists had delivered their opinion about it, and how much longer it was likely to last it was impossible to say.

"I have studied most, if not all, of the numerous suggestions which have been made for abbreviating the procedure in rent suits, and I must say that the result is not encouraging. Most of the suggestions are open to one or more fatal objections: either they are based on an obvious fallacy, or they sacrifice substantial justice to despatch, or they proceed on an imperfect and erroneous diagnosis of the disease.

"The fallacy to which I refer is the fallacy of supposing that by shortening your code of procedure you shorten the procedure itself. The Code of Civil Procedure contains a number of provisions which may be useful in certain contingencies, but which are not required, and therefore are not applied in ordinary cases. By striking out these provisions from a code of procedure for any special subject, such as rent suits, you materially shorten your law, but you do not shorten by one jot the length of a trial in ordinary cases, and you create opportunities for doubt and delay in exceptional cases.

"The second objection applies to all those numerous suggestions which, however ingeniously they may be disguised, substantially involve a shifting of the burden of proof. Take a common rent suit. A, the landlord, says that B, the tenant, owes him so much money as rent. B says he does not, and the Judge has to decide which is right. Now it would be extremely convenient to A if he could have the money which he claims until B proves that it is not due. Possession we all know is nine points of the law, and the advantages of possession, in cases of disputed rights, have always been appreciated. I was shown the other day a document which forms an amusing illustration of the importance which is attached to possession not merely in rent-suits but in other forms of litigation. It was a notice of appeal in a fine case, and it ran as follows:—

"Your Honour may be right, I may be wrong; I may be right, and Honour wrong: let Honour give me back the fine, and then at Day of Resurrection, when all hearts will be open, if I am wrong, I will most gladly, Sir, return your Honour the money."

"The appellant in this case has translated into his own artless language the same thought which consciously or unconsciously lies at the root of all proposals to shift the burden of proof in disputed rent cases.

"But the truth is that most of the panaceas which have been suggested for

protracted rent suits proceed on an imperfect diagnosis of the disease. They do not go to the root of the matter. The reason why rent suits are apt to be long and troublesome is not because the procedure is defective, but because the rights involved are obscure and uncertain, and the facts are difficult to ascertain. No amendments of procedure will cure these evils. What are the features of an ordinary rent suit? There is nothing mysterious or exceptional about it; nothing which requires the application to it of principles different from those which are applicable to an ordinary demand. It is desirable that not only rent suits but all kinds of suits should be as short and simple as is compatible with the due administration of justice: it is not desirable that a rent suit more than any other suit should be simplified at the expense of justice. Take the course of an ordinary suit for arrears of rent. A sues B for a specified sum of money which he claims to be due from B to A. He must, as in the case of other money claims, satisfy the Court on three points: first, that the amount which he claims is actually due; secondly, that he is the person entitled to the money; and thirdly, that the defendant is the person liable to pay the money. The defendant either appears and pleads or he does not. If he appears, he usually raises one of three pleas: either that the amount claimed is excessive, or that the amount claimed has already been paid in whole or in part, or that the plaintiff is not the person entitled to the amount claimed. Now as to the first plea I believe there is no reason for doubting that it is often well founded, and that a suit for arrears is in many cases a suit for enhancement in disguise. But if a landlord wishes to avoid being harassed either with this plea or with the plea of payment, the remedy is in his own hands. He should keep his accounts and receipts in such form and with such regularity as would justify a Court in accepting them as evidence without suspicion. As for the plea under which a landlord's title is disputed, there is no doubt that it raises very difficult questions, but I suppose no one would seriously argue that a defendant is not justified in raising it, when it can be raised in good faith, and it is quite certain that no tinkering of the Code of Civil Procedure will facilitate the proof of a landlord's title. There is indeed one mode in which that proof might be facilitated, and it is a mode which we have been recommended by high authority to adopt, and that is, the establishment of a general register of titles. Such a register, if it is to be of much use and to effect much more than is effected under the present system of registration, must, I take it, include all subordinate interests in land. But the preparation of such a register would be an expensive and tedious as well as a formidable task, and I do not know that either landlords or tenants have expressed any strong desire that it should be undertaken, or would welcome the increased taxation which it might not improbably involve.

"So much for the cases in which the defendant opposes and defends his case. But he very often allows judgment to go by default, and in such cases the plaintiff complains that when he comes to apply for execution he is stopped by the plea that the summons in the suit has not been duly served. Well it is very hard on a plaintiff that he should be stopped by a plea of this kind, when it is put in merely for purposes of delay. But it is equally hard on a defendant that he should be sold up without an opportunity of making his defence. In all matters relating to the service of legal notices and processes in this country, there is, I fear, a great deal of negligence and dishonesty, but there is no reason why we should assume that this negligence or dishonesty is always on the side of the defendant, and there is no sound reason why the rules as to the mode of effecting service which have been found necessary and sufficient in other cases should be dispensed with in the case of rent-suits.

"I have touched on these points not for the purpose of showing that the existing procedure is incapable of improvement—for we propose to make certain improvements in it—but for the purpose of guarding against any exaggerated notions of what may be accomplished in that direction, and of showing that what is really wanted in the interest of the landlord is not so much the simplification of judicial procedure as the extra-judicial ascertainment and simplification of rights.

"What then are the remedies which we propose to give to the landlord for the recovery of undisputed rent?"

"In the first place, we allow him to exercise the power of distraint in a modified form. The chapter relating to this subject may be said to be the result of a compromise. The Rent Commission, concurring with the Behar Rent Committee, proposed to abolish the existing law of distraint as an offset of English law, of which the efficiency was impaired by the legislation of 1859, and which had been abused in Behar and not always applied in a regular manner in other parts of the country. To this strong objections were urged, and the procedure provided by this chapter was then devised by the Government of Bengal as being likely to secure to the landlords most of the advantages afforded by the existing law, without exposing their tenants to the evils now complained of.

"The modified power of distraint which it is now proposed to allow can be used by any landlord of a raiyat or under-raiyat for the recovery of an arrear of rent which has not been due for more than a year. It extends, as a rule, to all the produce of the holding, including what may have been grown by and be the property of a sub-lessee of the tenant, and it may be exercised, though the produce has been stored, provided it has not passed out of the possession of the cultivator. The landlord cannot himself interfere with the produce to be distrained, but must apply to a Civil Court to distrain it. The Court, after a brief examination of the case, will depute an officer to distrain and sell the produce, and nothing will stay the sale except the payment into Court of the amount of the demand. Any sum paid into Court will be retained for one month, with a view to the possibility of the owner of the distrained property claiming damages as for a wrongful distraint, and on the expiration of that period it will be paid to the landlord.

"We have inserted in this chapter sections directed against illegal distraint and interference with crops. One of these sections provides in effect that any person who, otherwise than in accordance with the provisions of the Bill, or some other enactment for the time being in force, distrains any produce of a tenant's holding, or interferes with the harvesting of a crop, shall be deemed to have committed criminal trespass within the meaning of the Penal Code, and further imposes a penalty which may extend to three months' imprisonment or two hundred rupees fine, on any person who benefits by, or is interested in, the commission of any such offence if, having reason to believe that the offence was likely to be committed, he has not used all lawful means in his power to prevent its commission.

"Coming now to the procedure in an ordinary suit, we have endeavoured to embody in the Bill all those modifications of the ordinary procedure proposed by the Rent Commission and the Government of Bengal which seem likely to expedite, in any material way, the disposal of suits between landlords and tenants.

"We have provided that, in such suits, service may be effected by registered letters; that the summons shall, as a rule, be issued for the final disposal of the case; that no written statement shall be filed without the leave of the Court; that the provisions of the Code of Civil Procedure relating to interrogatories, discovery and affidavits shall not apply; that whether an appeal lies or not a single memorandum of the substance of the evidence, such as is prescribed by the Code for unappealable cases, shall suffice; that as a rule execution may issue on the oral application of the decree-holder at the time the decree is passed, and that the sections of the Code which enable a judgment-debtor to obtain a suspension of an order made for the sale of his immoveable property, and certain sections which provide for the transfer of decrees to the Collector for execution, shall not apply.

"We have also taken away the right of appeal in petty cases involving no question of title or of a right to enhance or vary rent.

"I should observe that the final jurisdiction in this class of cases will be exercised only by specially selected officers, and that a power of revision is reserved to the District Judge.

"Then we have added a new section, which is intended for the benefit of a landlord in a suit for an arrear of rent, when, as sometimes happens, the defendant admits that the arrear is due, but pleads that it is due not to the plaintiff but to some rival claimant. In such a case it seems only reasonable that the tenant should pay the amount of the rent into Court, and the Bill accordingly provides that the Court shall refuse to take cognizance of his plea unless he does so.

"We have also framed a section relating to relief against forfeitures, which is based on a similar section in a recent English Act, the Conveyancing and Law of Property Act, 1881. It enacts that a suit for ejectment of a tenant, on the ground of his having forfeited his interest by breach of a condition or the like, shall not be entertained unless the landlord has given the tenant an opportunity of paying compensation and remedying the breach when it admits of remedy, and that when a decree is passed in such a suit it shall not be executed until the defendant is allowed a similar opportunity of repairing or atoning for his wrongful act.

"We hope that when the measure comes to be fully discussed other expedients for simplifying the procedure in rent-suits may be discovered, but with the exception of those to which I have referred, none have been suggested which the Government of India would be prepared to accept. As to the possibility of devising any effectual procedure analogous to that employed in the case of negotiable instruments under Chapter XXXIX of the Code of Civil Procedure, or any other form of summary or provisional remedy, the whole history of such remedies both in this country and elsewhere is, as I have already remarked, against it.

"A summary form of procedure can scarcely help a plaintiff unless his case is of the simplest description, admitting of being answered only in the simplest way, and he comes into Court armed with documentary evidence of so trustworthy a character that the presumption against any defence being possible is extremely strong.

"In such cases the Court may very properly, and with great advantage to the plaintiff, be empowered to decline to hear the defendant and decide against him summarily and provisionally unless he pays the amount of the claim into Court or gives security for it. But what advantage could be hoped for from a procedure of this description in rent-suits in Bengal, which admit of the most varied and complicated defences, in which the evidence on both sides is usually of the most worthless character, and charges of forgery and perjury are almost common forms in the pleadings? If the Legislature consented to provide such a procedure for rent-suits, it would probably feel bound to surround it with so many safeguards that the plaintiff would gain nothing by adopting it; and even if such safeguards were dispensed with in the Act, the Courts would naturally be so cautious about refusing leave to defend or requiring security from a penniless raiyat, that the so-called summary remedy would cease to be summary, and, like the summary suits of former days in some parts of India, become as lengthy and complicated as an ordinary suit.

"The truth really is that facilities for recovering rents in Bengal should be sought for, not so much in novel forms of procedure as in a trustworthy record of tenancies and their incidents, and a simple mode of adjusting rents, in other words, by going to the root of the disputes which, though they may not always come to the surface, are believed to underlie a very large proportion of the contested rent-suits.

"If this view is correct, the provisions of the Bill with respect to the preparation of tables of rates, settlement of rents, and framing of records of rights, and those which relate to receipts and accounts, may reasonably be expected to remove most of the difficulties of which the landlords now complain.

"I am drawing to a close of my summary of the Bill, and the only other part of its provisions on which I need touch is that which relates to the sale of transferable holdings in execution of a decree for arrears of rent. The peculiar feature of the new procedure prescribed by Chapter 15 of the Bill is that tenures

sold in execution of decrees for arrears of rent accruing on them will be put up in the first instance subject to incumbrances, and, if the amount then bid is sufficient to liquidate the arrear, will be sold subject to incumbrances. If, on the other hand, the amount bid is not sufficient to liquidate the arrear, they will be put up and sold with power to avoid incumbrances.

"These provisions will apply of their own force only in the case of tenures; but as there are in some parts of the country occupancy holdings of great extent, and in most respects similar to tenures to which it would be reasonable to apply the same rules, the Local Government is empowered to extend the system to occupancy holdings in any part of the Province it thinks fit.

"Such, then, are the outlines of the Bill which I ask leave to introduce. We claim no merit for originality in our proposals; we are but building on the foundations which others have laid, following the lines which others have traced. And it would be presumptuous to suppose that in trying to work out a problem of exceptional difficulty and complexity, we have not fallen into errors of omission, inaccuracy, or inconsistency. The Bill will be carefully scrutinized in many quarters, and I have no doubt that the aid which we shall receive from our critics will materially assist us in removing blemishes of this kind. But whatever degree of perfection we may be able to give to the form of our work, we cannot, I fear, flatter ourselves with the hope that our substantial proposals are such as are likely to meet with universal acceptance. We find ourselves in the presence of conflicting claims; claims which, if pushed to their extreme on either side, must produce, have produced, bloodshed, anarchy, and misery. We have endeavoured to hold an even hand between the two parties and to define and adjust their rights in such a way as may be most conducive to the common interests of both and to the welfare of the country at large. But that either claimant should accept with equanimity anything less than what he conceives, rightly or wrongly, to be his due, it would be inconsistent with what we know of human nature to expect. Nor, again, do we suppose that by this or any other legislation which we can devise, we are likely to settle, permanently and once for all, the eternal question of landlord and tenant. We find ourselves face to face with patent and glaring evils, evils which are crying out for a remedy; we have endeavoured to apply such a remedy as appears suitable to the present circumstances of the case, but we know well that we cannot absolutely prevent the recurrence of similar evils in the future. Sufficient for the statesman if he can grapple with the problem of to-day: for the distant future he must leave posterity to provide. And as we cannot foresee the distant future, so we cannot recall the distant past. We cannot, if we would, restore the zamindar and the raiyat to the positions which they occupied at the time of the permanent settlement. The India of to-day is a different country from the India of 1793, and requires different legislation. The utmost that we can endeavour to do, and what we have endeavoured by the present Bill to do, is so to legislate for her as to preserve whatever is best in the spirit of her ancient institutions."

His Excellency THE PRESIDENT said:—"I believe it will be in accordance with the general understanding, and I think it will be the best course which I can suggest to my hon'ble colleague for the Council to pursue, that, after the very able statement of my hon'ble and learned friend, no discussion should take place upon this question at present; because it is obvious that in a matter of this magnitude members of Council would naturally desire to have time to consider that statement, and the Bill with which it is connected, and therefore what I would propose is this—that we should, when the motions now before the Council with regard to this measure have been passed, take the further consideration of it on Monday, the 12th, and, if it should be necessary to adjourn the debate, on Tuesday, the 13th of this month. The delay till Monday will give sufficient time, considering how fully the Bill has been discussed and how long the matter has been before the public, to enable us to take the further discussion of this Bill on that day, it being clearly understood that no other steps will be taken upon it now, so that the public will have ample time—some eight

months—to consider the whole question and make all representations to the Government before the Bill goes before a Select Committee.

“The only other remark which I would desire to make is this. The Government propose to give to members of Council, and to the public at once, all the papers connected with this case. As a rule, the Secretary of State objects to the publication in India of despatches to and from himself, but I have obtained Lord Kimberley's permission in this case, regarding it as one of exceptional importance, to publish at once, and without waiting for their being published in England, the despatches which have passed between the Government of India and the Secretary of State on this question; so that the papers which will now be given to the public will be full and complete.

“If my hon'ble colleagues accept the proposal which I have made, no further discussion will take place now. The Bill will be published, and we will take up the question again on Monday, the 12th of March.”

The Motion was put and agreed to.

The Hon'ble MR. ILBERT also introduced the Bill.

The Hon'ble MR. ILBERT also moved that the Bill and Statement of Objects and Reasons be published in the *Gazette of India*, and in the *Calcutta Gazette* in English and in such other languages as the Local Government might think fit.

The Motion was put and agreed to.

INLAND STEAM-VESSLS BILL.

The Hon'ble MR. ILBERT also moved for leave to introduce a Bill to amend the law relating to the Survey, and the Examination and Grant of Certificates to Engineers, of Inland Steam-vessels, and to provide for certain other matters relating to those vessels. He said :—

“A case having occurred in Bombay which showed that the Bombay law relating to the survey of steamships was not in harmony with the English law on the subject, it was thought desirable to amend the Bombay law. When, however, the question of legislation came to be considered, it appeared that there were no less than seven local Acts relating to steamships. Bombay, Bengal and Burma each had its special law regulating the survey of these ships, while there was no law on the subject in the Presidency of Madras. The multiplicity of laws relating to the survey of steamships, it was thought, could not but be inconvenient to ship-owners whose ships traded between different Provinces. For instance, Act XVI of 1871, which is in force in Burma, requires every steam-vessel plying on any of the rivers or waters of British Burma, except steam-vessels plying between a port in British Burma and a port not in British India, to be surveyed twice a year. In the same way, the Bombay Act II of 1864, as amended by Bombay Act IV of 1873, requires every British steam-vessel not holding a Board of Trade, British Indian or Colonial certificate, carrying passengers between any port of the Presidency of Bombay and any other port, to be surveyed twice a year; and the Bengal Act V of 1862, as amended by Act I of 1868, also requires the survey twice in every year of all steam-vessels plying on any of the rivers or waters within the province of Bengal, except steam-vessels which may ply between some port within that Province and some port not in British India. Under these laws, a steam-vessel which was surveyed in Bombay might, apparently, be required to undergo a fresh survey on arrival in Calcutta, and another survey on arrival at a port in Burma. As legislation is necessary, it is, therefore, clearly expedient to have one uniform law relating to the survey of steam-vessels applicable to the whole of British India.

“Besides providing for the survey of steam-vessels, the local Acts provide also for the examination of, and the grant of certificates to, engineers, and for

holding investigations into explosions occurring on board steam-vessels. In these matters uniformity in the law is desirable.

"After consulting the Local Governments concerned, the Government of India decided to legislate so as to provide one law relating to the survey of sea-going steamships, the examination and grant of certificates to engineers of those ships, and the investigation into explosions occurring thereon. It was, however, found at the same time necessary to legislate in like manner for steam-vessels plying on rivers and inland waters, inasmuch as the provisions of the local Acts related, to a certain extent, to those vessels as well as to sea-going vessels, and it was considered advisable to deal with sea-going and inland steam-vessels in separate Bills—the Inland Steam-vessels Bill and the Indian Steamships Bill—so as to keep the law relating to merchant shipping—a law liable to be affected by legislation in England—entirely separate from the law regulating inland steam-vessels, which is a matter solely within the scope of Indian legislation.

"The Inland Steam-vessels Bill, which I now ask leave to introduce, will repeal the seven local Acts, relating to steamships which are now in force, and it will be drawn so that it may be brought into operation at the same time as the Indian Steamships Bill.

"The Bill will provide for the whole of British India a law regulating the survey of steam-vessels plying on inland waters; the grant of certificates to masters and engineers of those vessels; inquiries into casualties; and the suspension and cancellation of masters' and engineers' certificates.

"In its main provisions the Bill will follow the existing law so far as it goes. The points in which it is proposed to change the law, and which require notice, are briefly as follows: It is proposed to extend the term, for which the certificate of survey is to last, from six months to one year; but the Local Government will be enabled, under certain circumstances, to cancel or suspend a certificate of survey. To meet local requirements, power will be given to Local Governments to exempt any specified class of inland steam-vessels from all or any of the provisions relating to survey.

"The Bill will provide for the grant, without examination, of a certificate as engineer to a person who possesses a certificate granted under the Imperial Merchant Shipping Act, or an equivalent certificate, and will also provide for the grant of certificates of service to engineers who have served for a certain time in certain steamships, or have obtained the rank of first class assistant engineer, in Her Majesty's service. With regard to investigations into casualties, and the cancellation and suspension of the certificates of masters and engineers, the Bill will in the main follow the Merchant Shipping Act, 1883, which has recently been passed.

"It is further proposed to make provision in the Bill to regulate the carriage of dangerous goods on passenger steamers and to prevent accidents from fire. The Governor General in Council will be empowered to declare what shall be deemed to be, for the purposes of the Act, dangerous goods, and persons will be prohibited from taking those goods on board except under certain conditions. The Local Government will also be enabled to make rules for the protection of inland steam-vessels from danger by explosion or fire."

The Motion was put and agreed to.

INDIAN STEAMSHIPS BILL

The Hon'ble MR. ILBERT then moved for leave to introduce a Bill to amend the law relating to the Survey of Steamships and the Grant of Certificates to Engineers of those ships. He said:—

"This Bill, as I have already pointed out when asking leave to introduce the Inland Steam-vessels Bill, will provide for the whole of British India one

law regulating the survey of sea-going steamships, the examination of, and grant of certificates to, engineers of those ships, and investigations into explosions occurring thereon. It is proposed to follow the English law with respect to the class of steamships for which certificates of survey will be required; to extend the term of those certificates from six months to one year; and in other respects to re-enact, with a few unimportant modifications, the existing law."

The Motion was put and agreed to.

The Council adjourned to Friday, the 9th March, 1883.

R. J. CROSTHWAITE,

*Additional Secretary to the Government of India,
Legislative Department.*

CALCUTTA; }
The 2nd March, 1883. }

SUPPLEMENT TO THE STATEMENT OF PRICES CURRENT OF FOOD-GRAINS FOR THE 2nd HALF OF JANUARY 1883, PUBLISHED IN PAGES 244 AND 245 OF THE SUPPLEMENT TO THE "GAZETTE OF INDIA," DATED 24th FEBRUARY 1883.

D. M. BARBOUR,
Secretary to the Government of India.

• Sea salt.

DEPARTMENT OF FINANCE AND COMMERCE,
(Statistical Branch.)

GOVERNMENT OF INDIA.
PUBLIC WORKS DEPARTMENT.
RAILWAY CONSTRUCTION.

ADMINISTRATION REPORT OF INDIAN RAILWAYS FOR THE YEAR 1881-82.

No. 171 R. C., dated Fort William, 22nd February 1883.

RESOLUTION—By the Government of India, Public Works Department.

Read—

Letter No. 053 C. of the 18th January 1883, from the Director General of Railways, submitting the Administration Report of Indian Railways for the year 1881-82.

RESOLUTION.—On the 31st March 1881 the total length of railways in India open to traffic was 9,595 miles; on the 31st March 1882 the open mileage was 9,963½, an aggregate length of 368½ miles having been opened during the year 1881-82. The mileage open at the end of the two calendar years was as follows:—

	December 1880.	December 1881.
State lines	2,785.75	3,286.50
Native States	297.75	446.25
East Indian	1,504.25	1,506.75
Guaranteed lines	4,581.00	4,590.25
Lines under modified guarantee	30.00	50.00
TOTAL	9,148.75	9,879.75

The average length open throughout the calendar year 1881 was 9,637½ miles, upon which the traffic work performed was equivalent to 2,626 millions of passengers, and 2,340 millions of tons of goods, carried one mile.

The general financial results of working this traffic were—

	R
Gross earnings	14,32,30,801
Working expenses	7,07,12,465
NET PROFITS	7,25,18,336

These net profits give an average return on the total Capital cost of all open lines, ₹1,34,73,90,895, of 5.38 per cent., as compared with 4.97 per cent. earned in the year 1880 on a total Capital of ₹ 1,28,56,91,292.

These results His Excellency the Governor General in Council considers highly satisfactory.

2. The report now read has been compiled, as regards lines open to traffic, up to the end of the calendar year 1881, and the following statement gives the

lengths of all railways in India constructed, in progress, and under survey on the 31st March 1882:—

Gauge.	Railway.	Total length open on 31st March 1882.	Under construction.	Under survey or not yet commenced.	REMARKS.
Ft. In.					
5 6	East Indian	1,506½	(a) 3½	...	(a) Hooghly Bridge.
	GUARANTEED.				
5 6	Great Indian Peninsula	1,288	...	...
5 6	Sindh, Punjab and Delhi	663½	...	...
5 6	Madras	858	(h) 2½	...	(h) Bangalore Cantonment.
5 6	Bombay, Baroda and Central India.	438½	...	...
5 6	Eastern Bengal	158½	...	...
5 6	Oudh and Rohilkhand	546½	{ (i) 5½ 115 }	{ (j) 66 }	{ (i) Benares Bridge, Moradabad to Saharanpore. (j) Moradabad to Ramnagar 47. Roorkee to Hardwar 16.
3 3½	South Indian	665	...	...
	Subsidised or under modified guarantee.				
2 0	Darjeeling-Himalayan	49	...	...	Although these lines have been classed under O. and R. Railway, it is not decided on what terms they will be constructed.
5 6	Bengal Central	...	129	136	
3 3½	Assam	...	75	...	
3 3½	West of India (Portuguese)	...	40½	...	
3 3½	Nilgiri	...	...	12	
3 3½	Barilly-Ranibagh	...	...	60	
3 3½	Southern-Mahratta	...	382	73	
3 3½	Patna-Bahraich	...	...	432	
3 3½	Baidyanath-Deoghur	...	...	6	
3 3½	Palamow-Baroon	...	...	61	
5 6	Bhopal-Jhansi-Gwalior and Jhansi-Cawnpore.	...	...	381	Proposed extension by G. I. P. Railway Company.
	STATE.				
5 6	Punjab Northern	{ 304 (i) 63½ }	{ 47½ (i) 10 }	...	(i) Salt Branch and Extensions.
5 6	Indus Valley and Kandahar	653	...	(m) 1½	(m) Bridge over Indus at Sukkur.
5 6	Dhond-Manmad	145½	...	...	Worked by G. I. P. Railway Co.
5 6	Patna-Gya	57	...	(n) 90	(n) Gya to Lohardugga.
5 6	Calcutta and South-Eastern	28	(o) 27	(p) 1½	(o) Sonapur to Diamond Harbour. (p) Diamond Harbour to Hara Fort.
5 6	Wardha Coal	46½	...	...	Worked by E. I. Railway Co.
5 6	Sindia	74½	...	...
5 6	Dildarnagar-Ghazipur	12	...	...
5 6	Amritsar-Pathankot	...	65	...	Worked by B., B. and C. I. Railway Co.
5 6	Patri	22½	...	...
5 6	Nizam's	121	...	...
5 6	Khamgaon	8	...	...	Worked by G. I. P. Railway Co.
5 6	Amraoti	6	...	...
5 6	Bhopal	...	62	...	
3 3½	Rajputana-Malwa	{ 1,114½ (q) 1½ }	...	...	(q) Agra Fort Station to E. I. Railway Station.
3 3½	Nagpur and Chhatisgarh	(r) 98	51	114½	(r) Nagpur to Amgaon.
3 3½	Rangoon and Irrawaddy Valley	161	...	(x) 42	(s) Prome to Allammyo.
3 3½	Rangoon and Sittang Valley	...	163½	...	
5 6	Northern Bengal	{ (t) 13 233 (u) 21 (w) 13½ }	{ (v) 20 }	...	(t) Poradaha Branch worked by the E. B. Railway Co. (u) Kaunia to Dhurha. (v) Parbatipur to Dinajpur. (w) Kaunia to Mugul Hat. (x) Mozafferpore to Bettiah 76½. (y) Durbhungah to Pipra Ghat 24½. (z) Dulsingserai to Semuria 23. (z) Ghat Branch.
3 3½	Tirhoot	{ 82½ (x) 2½ }	101	91½	
5 6	Cawnpore-Farakhabad	86	23	110	
3 3½	Muttra-Hathras	29	...	...
3 3½	Muttra-Achnera	22½	...	(y) 1	Worked by the Rajputana-Malwa Railway. (y) Bridge over Jumna.
4 0	Nalhati	27½	...	...
3 3½	Rewari-Ferozepore	...	(z) 88½	(a) 204	(z) Rewari to Hissar. (a) Hissar to Ferozepore and Branches.
3 3½	Dacca-Mymensingh	...	...	128	
3 3½	Western-Deccan	...	...	253½	
2 6	Rawalpindi-Murree	...	...	46	
2 0	Jorhaut	...	6½	...	
3 3½	Bhavnagar-Gondal	182½	...	...
3 3½	Mysore	{ 86 3 }	...	...
5 6	Gaekwar of Baroda's	60½	...	...	Worked by B., B. and C. I. Railway Co.
2 6	Jodhpur	...	(c) 17	(d) 42	(c) Bitufa to Pali. (d) Pali to Jodhpur.
	TOTAL	9,983½	1,444½	2,352½	

The total length of open line on the broad or 5' 6" gauge was 6.959 miles, and the cost £124,392,865, or £17,875, per mile; the total length on the narrow gauge was 2,955½ miles,* costing £20,412,010 or £6,908 per mile, and the length under construction at the close of the year 1881-82 was 457½ miles on the 5' 6" gauge and 986¼ miles on the metre gauge.

3. The percentage of net receipts on Capital outlay of the several Indian railways is shown in statement below—

STATE RAILWAYS.

	Capital outlay on open line to end of 1881.	Net Receipts, 1881.	Percentage.
	R	R	R
East Indian	33,26,62,788	3,09,44,842	9.30
Rajputana	5,20,44,975	28,67,040	5.51
Holkar and Sindia-Neemuch	3,16,69,537	6,02,299	1.90
Sindia	85,86,577	78,342	0.91
Wardha Coal	57,06,733	—20,723	—0.37
Nagpore-Chhattisgarh	56,83,159	66,056	1.16
Rangoon and Irrawaddy	1,24,92,079	6,45,077	5.17
Dhond and Manmad	99,49,395	1,22,557	1.23
Northern Bengal	1,99,52,044	8,06,729	4.04
Tirhoot	54,00,495	2,07,832	3.85
Patna and Gya	35,01,401	1,79,145	5.11
Nalhati	3,07,780	13,935	4.53
Calcutta and South-Eastern	67,36,171	51,205	0.76
Cawnpore-Farakhabad	31,26,855	84,238	2.69
Muttra-Hatras	10,50,961	41,703	3.97
Ghazipur-Dildarnagar	5,92,433	189	0.03
Muttra-Achneyra	5,91,245	763	0.13
Indus Valley	7,44,25,913	11,42,412	1.54
Punjab Northern	5,47,81,396	3,59,598	0.66

NATIVE STATES.

Gaekwar of Baroda's	12,34,622	46,849	3.96
Mysore	36,00,827	53,753	1.49
Nizam's	1,21,75,473	2,92,775	2.40
Khamgaon	5,08,187	10,531	2.07
Amraoti	4,34,261	20,347	4.69
Bhavnagar-Goudal	67,84,108	2,05,254	3.05

GUARANTEED RAILWAYS.

	Capital outlay to end of December 1881.	Net Receipts, 1881.	Percentage.
	R	R	R
Eastern Bengal	3,31,72,422	31,11,228	9.38
Madras	11,10,37,589	20,75,856	1.87
South Indian	4,28,06,756	12,37,726	2.89
Bombay, Baroda and Central India	8,37,48,733	57,45,702	6.86
Great Indian Peninsula	25,10,85,907	1,62,19,488	6.45
Oudh and Rohilkhand	5,84,40,769	19,75,698	3.38
Sind, Punjab and Delhi	11,18,77,581	32,19,034	2.89
Darjeeling-Himalayan	18,18,723	1,08,856	5.98

* Exclusive of the Darjeeling-Himalayan Railway, for which no accounts for the financial year are furnished.

4. At the close of the year 1881-82 negotiations were on foot with private Companies for the construction of the following projected lines of railway :—

	Miles.
(1).—Southern Mahratta (Metre gauge)	455
(2).—Bareilly-Ranibagh (")	60
(3).—Patna-Bahraich (")	432
(4).—Nilgiri-Rigi (")	12
(5).—Palamow-Baroon (")	61
(6).—Baidyanath-Deoghur (")	6
(7).—Moradabad-Saharunpore Extension, Oudh and Rohilkhand Railway (5' 6" gauge)	115
(8).—Bhopal-Jhansi-Gwalior and Jhansi-Cawnpore (5' 6" gauge)	381

The Governments of Madras, Bombay, Bengal, the North-Western Provinces and Oudh, and the Punjab.
 The Chief Commissioners, Central Provinces, Assam and British Burmah.
 The Resident at Hyderabad.
 The Agents to the Governor General for Rajputana, Central India, and Beluchistan.
 The Directors General of Railways, Telegraphs, and the Post Office.
 The Accountant General, Public Works Department.
 The Consulting Engineers to the Government of India for Guaranteed Railways at Calcutta, Lahore, and Lucknow.

ORDER.—Ordered, that this Resolution be communicated to the Local Governments, Administrations and Officers marginally noted, for information.

Ordered also, that this Resolution be communicated to the various Departments of the Government of India for information, and be published in the Supplement to the *Gazette of India* for general information.

W. S. TREVOR, Colonel, R.E.,
 Secretary to the Government of India.

GOVERNMENT OF INDIA.

REVENUE AND AGRICULTURAL DEPARTMENT.

REPORTS ON THE STATE OF THE SEASON AND PROSPECTS OF THE CROPS FOR
THE WEEK ENDING THE 27th FEBRUARY 1883.

GENERAL REMARKS.—Rain has fallen in several districts of the Bengal Presidency, in a few places in the North-Western Provinces and Oudh, in Assam, in two places in the Punjab, and at Morar in the Central India States. Elsewhere there has been no rainfall to report during the past week.

Agricultural prospects continue generally good everywhere. More rain is, however, still needed in the Umballa district of the Punjab. In the Madras Presidency, the harvest continues with a short outturn in four districts. The *rabi* harvest, which is in general progress throughout the Bombay Presidency, has been completed in some places; blight is reported from some talukas and locusts have appeared in Ratnagiri. In the North-Western Provinces and Oudh, slight damage has been caused to crops in a few districts by blight and insects, while in others injury is apprehended from the continuance of the present cloudy weather. Owing to the damage caused by previous rain in the Bengal Presidency, it is believed that the poppy crop in Behar will not be satisfactory; tobacco is said to be doing well, and the harvesting of sugarcane and of mustard and the other earlier *rabi* crops is progressing. In the Central Provinces, the *rabi* harvest continues, and threshing has commenced in some places. The threshing of rice and *rabi* crops still continues in Coorg, where the coffee market is also now reported to be firm.

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
Madras—(Feb. 28th)		
Bellary		Standing crops cotton and <i>chulam</i> diseased in parts, others generally good; harvest paddy, dry grains, and sugarcane, yield average.
Kurnool		Standing crops affected by blight in parts, elsewhere in good condition; harvest dry grains, outturn below average; cattle disease in parts.
Ganjam		Standing crops cotton thriving; fever, small-pox, and cattle disease continue.
Kistna		Standing crops dry grains affected by grubs in parts, elsewhere promising; harvest paddy and dry grains, outturn below average; small-pox continues; fever and cattle disease generally abating.
Chingleput (Madras)		Standing crops affected by insects in parts, elsewhere in good condition, harvest paddy, yield below average; small-pox and cattle disease in parts.
Coimbatore		Standing crops in good condition; harvest paddy and dry grains, yield average; fever, small-pox, cholera, and cattle disease in parts.
Tanjore		Standing crops in good condition; harvest paddy and dry grains, outturn below average; cholera decreasing.
Madura		Standing crops withering in parts; harvest paddy and dry crops; cholera and fever in parts.
Malabar		Harvest second crop paddy continues; preparations for third crop paddy progressing; small-pox in all talukas; fever in parts; cholera slight.
Travancore		Preparation for cultivation commenced; fever continues.
		<i>General remarks.</i> —No rain any where; general prospects good.
Bombay—(Feb. 28th)		
Kurrachee		River at Kotri on 15th 3 feet 10 inches against 3 feet 2 inches on same date last year; small-pox continues increasing in Kurrachee; 72 cases, 13 deaths from 15th to 22nd instant, total to later date 236 cases, 61 deaths, remaining sick 106; disease also in Kotri and Koti, 2 cases at each place; fever in 8 talukas, cattle disease in 3 talukas; wheat, red rice, and <i>bajri</i> in Dadu 40 and 50, in Sakro 16, 34, and 48, in Jati 20, 36, and 40, and in Shahbandar 22, 44, and 44 lbs. per rupee respectively.
Hyderabad		<i>Rabi</i> crops in fair condition; sky cloudy; small-pox in 6, fever in 5, and cattle disease in 4 talukas; wheat 25, <i>bajri</i> 40, <i>jowari</i> 48, red rice 28, and white rice 22 lbs. per rupee.
Ahmedabad		<i>Rabi</i> crops thriving; wheat 28 and <i>bajri</i> 32 lbs. per rupee.
Baroda		<i>Rabi</i> crops fair; cotton-picking in progress; small-pox prevailing in parts of Naosari taluka; <i>bajri</i> 30 and rice and cotton 25½ per British rupee.
Surat		<i>Rabi</i> harvest continues; fever in Bulsar and Pardi; small-pox in Surat, daily average 10 deaths; <i>jowari</i> 42 and <i>nagli</i> 53 lbs. per rupee.
Nasik		Hot season commenced; harvesting <i>rabi</i> continues; cattle disease in Peint; small-pox in Nasik; wheat 25½, <i>bajri</i> 36, and rice 25 lbs. per rupee.
Colaba (Bombay)		Average abnormal temperature 12° warm on 24th and 25th, nil on all other days; vapour in air in defect of normal on 21st and 22nd, afterwards in excess of normal; wind normal.

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
Bombay—contd.		
Poona		Harvesting of <i>rabi</i> progressing; small-pox continues; <i>bajri</i> 44 and <i>jowari</i> 59 lbs. per rupee, in Poona <i>bajri</i> 37 and <i>jowari</i> 46 lbs. per rupee.
Ahmednagar		<i>Rabi</i> harvest nearly finished; <i>bajri</i> maximum 60 lbs. per rupee in Jamkhed; minimum 45 lbs. in Akola; <i>jowari</i> maximum 78 lbs. in Shrigonda, minimum 54 lbs. per rupee in Akola; cattle disease in 2 villages of taluka Karjat.
Sholapore		<i>Rabi</i> harvest continues; <i>jowari</i> 70 lbs. 7 tolas and <i>bajri</i> 57 lbs. per rupee.
Dharwar		Harvesting of early crops altogether completed, that of wheat and gram in progress; cotton improving in 4 and still suffering in 6 talukas; late <i>jowari</i> good; want of drinking water in Nargand; fever in 3 talukas, and cattle disease in 1 taluka; rice minimum 26 and <i>jowari</i> 49 lbs. per rupee.
Kanara		Second crop rice plants thriving on coast, weeding continues; sugarcane harvest nearly completed on coast; small-pox in Karwar; fever in 2 talukas; common rice in Karwar 14 seers per rupee, in district average 15½ seers per rupee; weather hot.
Rajkot		Weather cool; general health good; slight small-pox in Sangad; <i>bajri</i> 20 and <i>jowari</i> 36 lbs. per rupee.
		<i>General Remarks.</i> — <i>Rabi</i> harvest in general progress; cotton improving in some talukas of Dharwar; blight continues in others; locusts in Ratnagiri; fever, small-pox and cattle disease in several districts.
Bengal—(Feb. 26th)		
Chittagong	78	Weather seasonable till 25th, since which rainy; prospects of spring crops fair; prices have somewhat risen; public health generally good; a few cases of cattle disease reported.
Dacca	03	Sugarcane being cut; harvesting of mustard seed continues; prospects of <i>boro</i> paddy and winter crops good.
24-Pergunnahs (Alipore)	218	Harvesting of late rice finished; sugarcane still being cut, yield estimated at about from 12 to 14 annas; <i>rabi</i> crops continue fair; price of common rice stationary; fever and cholera have much abated.
Moorsshedabad	Nil	Prospects of winter crops good; <i>boro</i> rice cultivation commenced; average price of rice 22 seers per rupee; a few cases of small-pox in thanas Dowlatabad and Gowah.
Rajshahye		Very slight rain on 25th; prospects of crops continue favourable; public health fair.
Burdwan	9	Sugarcane and <i>rabi</i> crops being cut; cholera reported from several thanas.
Rungpore	08	Prospects of crops favourable; sugarcane and mustard still being harvested; public health good.
Bhagalpur	Nil	Prospects of crops good; public health good.
Purneah	02	Prospects of crops continue good; health good.
Patna	Nil	Prospects of wheat, barley, and gram good; reaping of mustard, pea, and mussoor proceeding; public health good.
Darbhanga	Nil	<i>Rabi</i> crops ready to be cut; tobacco being cut; prices stationary; public health good.
Hazaribagh	Nil	Weather cold and seasonable; wheat, barley, and other cold-weather crops being cut at places; fever and small-pox still prevalent in certain thanas, otherwise general health good.
Cuttack	18	Weather cloudy; <i>rabi</i> crops being gathered; wheat and <i>datura</i> rice growing well; public health good.
		<i>General Remarks.</i> —There was rain in several of the reporting districts during the week, but it was no where so heavy as in Calcutta and the adjacent places; prospects of <i>rabi</i> crops continue to be generally good, though they have been somewhat damaged by rain in some places; in Behar poppy crop will not be satisfactory, it having been seriously damaged by previous rain, especially in the district of Sarun; tobacco crop is generally reported to be doing well; sowing of spring rice is still going on; harvesting of sugarcane continues, and that of mustard and other earlier <i>rabi</i> crops is progressing; fever and cholera, though much diminished, are still reported from a few districts, as also sporadic cases of small-pox and cattle disease.
N.-W. Provinces and Oudh—		
Benares (Feb. 27th)	Very slight rain on 25th instant.	Weather cloudy; prospects good; health good; prices steady.
Allahabad („ 28th)	No more rain	<i>Rabi</i> harvest commenced; prospects very favourable; health good; prices slightly fallen.
Gorakhpur („ 26th)		Weather fine; crops ripening well; mustard and oil-seeds injured; labour in demand; prices stationary.
Jhansi . („ „)		Weather cloudy; <i>rabi</i> prospects continue good; there is some fear of injury from blight should the weather continue cloudy; prices almost stationary; small-pox amongst children; cattle disease continues.

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
N.-W. Provinces and Oudh—contd.		
Agra (Feb. 27th)	No rain	Weather cloudy now and then during the week; well irrigation going on; small-pox in 5 parganas; general health good; prices rising slightly.
Bareilly (" ")	" " "	Weather cloudy; everything normal.
Meerut (" ")	" " "	High winds; weather cloudy; health good; prices unaltered.
Kumaon (" ")	" " "	Weather cloudy; general health good; crops good; cattle disease continues; prices unchanged.
Lucknow (" ")	No rain	Weather fine, with passing clouds; wind variable; prospects of crops good; prices steady; general health improving in city, small-pox and measles having greatly abated.
Partabgarh (" ")	Slight rain during week.	Cloudy weather injurious to the crops; barley and peas ready for scythe; prices steady; general health good, but small-pox lingering in Kunda tahsil.
Sitapur (" ")	No rain	Wind variable during week and cloudy; slight damage from blight reported in two tahsils; general health good; prices almost stationary.
Fyzabad (" ")	20 at Akbarpur and slight rain in 3 other tahsils.	Weather cloudy; wheat and barley somewhat injured by insects at Bikapur tahsil, and in other three, prospects good; prices almost stationary.
Rae Bareli (" 26th)	Sadr 10	Weather cloudy; prospects of crops continue good; general health good; prices stationary.
Cawnpore (" 27th)	No rain	Weather clear; crops flourishing; some small-pox about; prices stationary.
Parukhabad (" ")	" " "	Weather seasonable; health good, but small-pox is still reported as prevailing in the district; prices steady.
General Remarks. —There has been slight rain in Benares, Fyzabad, Rae-Bareli and Partabgarh, and almost all stations report cloudy weather; prospects are still favourable, but in a few districts slight damage has been caused by insects and blight, and in others injury is apprehended from the continuance of the present cloudy weather; the general health is good, but small-pox has appeared in the Cawnpore district and is lingering in a few other places; cattle disease continues in Kumaon and Moradabad; prices as a rule are stationary.		
Punjab—(Feb. 27th)		
Delhi	" " "	Small-pox in city and district continues; state of crops good; slight rise in prices.
Hissar	" " "	Health and harvest prospects good; crops thriving; prices falling.
Umballa	" " "	Health good; rabi crops improved, but more rain wanted, yield expected to be somewhat below average; prices of food grains—gram and wheat rising, others stationary.
Jallundar	" " "	Health good; prices steady.
Amritsar	" " "	Health and harvest prospects good; prices steady.
Lahore	" " "	Health and harvest prospects good; prices fluctuating.
Ferozepore	" " "	Health and harvest prospects good; prices fluctuating.
Siakot	" " "	Health and harvest prospects good; prices stationary.
Rawalpindi	30 at Zafferwal. Slight rain.	A few cases of cattle disease in Pindigheb, Murree, and Gujar Khan tahsils, and of fever in the Attock and Kahuta tahsils; rabi prospects good; prices falling.
Peshawar	" " "	Health and harvest prospects good; prices falling.
Mooltan	" " "	Health and harvest prospects good; prices steady.
Dera Ismail Khan	" " "	Health and harvest prospects fair; prices almost stationary.
General Remarks. —The health of the province is good and the harvest prospects promising; but more rain is needed in the Umballa District.		
Central Provinces—		
Nagpur (Feb. 28th)	" " "	Weather somewhat cloudy; harvest continues; health good; cattle disease in Nagpur tahsil.
Jubbulpore (" 27th)	" " "	Weather cloudy and cool; prospects favourable; reaping continues; prices stationary; health good.
Saugor (" 28th)	" " "	Weather cloudy and cool; prospects good; health good; prices unchanged.
Seoni (" 27th)	" " "	Weather cloudy; wheat being cut; fever declining; prices steady.
Hoshangabad (" ")	" " "	Weather cloudy and warm; harvest continues; small-pox 24 cases; wheat 16, rice 11, and jowari 19 seers per rupee.
Raipur (" 20th)	" " "	Weather warm; prospects good; reaping commenced in places; health good; common rice 32 and wheat 24 seers per rupee.
Bambalpur (" 22nd)	" " "	Weather clear, getting warm; prospects good; health good; common rice 50 seers per rupee.
Khandwa (" 27th)	" " "	Weather clear with occasional clouds; reaping continues; 340 cases small-pox, 65 deaths; prices steady.
General Remarks. —Weather warm and occasionally cloudy; reaping continues; threshing in some places; prospects favour public health good, except in Nimar and Hoshangabad, where small-pox prevails; prices stationary.		
British Burma—		
Akyab (Feb 24th)	" " "	Three deaths from cholera in one township and twenty from small-pox in another township, otherwise public health good; cattle disease in one township.

Presidency or Province and District.	Rainfall for week preceding.	State of agricultural prospects.
British Burma—contd.		
Rangoon		Two deaths from cholera and two from small-pox, otherwise public health good.
Bassein		Two deaths from cholera in one circle, otherwise public health good; cattle disease in two townships.
Prome		One death from cholera in town, otherwise public health good.
Amherst (Moulmein)		Public health good both in Moulmein and district; crops stored; grain about average, but measures short.
Toungoo		Three deaths from small-pox in town, otherwise public health and health of cattle good.
		<i>General Remarks.</i> —Small-pox in Akyab; a few scattered cases of cholera, otherwise public health good; some cattle disease here and there.
Assam—		
Gauhati (Feb. 27th)	10	Weather seasonable; public health good; lands being ploughed for <i>aus</i> ; mustard being gathered.
Sylhet („ 28th)	15	Reaping of mustard and linseed going on; transplantation of <i>boro</i> and <i>ali</i> crops finished; <i>aman</i> land is being ploughed; pressing of sugarcane continues; sporadic cholera still reported; 17 deaths from small-pox in Karimganj sub-division.
Cachar . („ „)	15	Weather getting warmer and was cloudy for last two days, with slight rain; common rice 26½ seers per rupee; health good.
Dibrugarh („ „)	29	Weather seasonable; sugarcane being crushed; prospects good; mustard promises well; small-pox at Dumduma.
Mysore and Coorg— (Feb. 28th)		
Bangalore		Crops in good condition; prospects favourable.
Mysore		Crops in good condition; prospects favourable.
Mercara		Thrashing of rice and <i>ragi</i> still continues; prospects of <i>vysakh</i> crop good; coffee market firm; demand for native produce increasing; prices of food grains stationary; fever and <i>imaljee</i> prevailing in Nanjarajapatna and Padinalknad taluks.
		<i>General Remarks.</i> —Crops in the province are in good condition; harvesting of sugarcane, grain, dall, <i>balar</i> , &c., completed in most parts of the province; paddy sown in several taluks; prospects fair; public health good; prices satisfactory; in Bangalore <i>ragi</i> 35 seers and rice 11 seers per rupee, in Mysore <i>ragi</i> 28 and rice 13 seers per rupee, and in Shimoga <i>ragi</i> 28 to 58 seers, and rice 15 to 21 seers per rupee.
Berar and Hyderabad—		
Amraoti . (Feb. 28th)		Reaping of <i>rabi</i> crops nearly completed; outturn good; wheat 16 and <i>jowari</i> 26 seers per rupee.
Akola . („ „)		<i>Rabi</i> crops being harvested; prospects good.
Hyderabad (Mar. 1st)		<i>Rabi</i> crops prospering; <i>rabi</i> crops being reaped; small-pox prevalent; prices—wheat 16½, coarse rice 11, white <i>juari</i> 25½, yellow <i>juari</i> 30 and <i>tur</i> 24 seers per halli sicca rupee.
Central India States— (Feb. 28th)		
Indore		No change since last report.
Morar (Gwalior)	00	Health and prospects good; weather seasonable.
Sutna		Weather cold; prospects good.
Neemuch		Reaping of grain commenced; public health good.
Goona		Health and crops good; wheat 23 seers 8 chittacks per rupee.
Bhopal		Weather cool; crops and public health good.
Nowgong		In some of the Chhatarpur villages the crops have been affected with blight, otherwise the prospect is favourable; health good; prices steady.
Manpur		Prospects good.
Rajputana—		
Abu (Feb. 28th)		Weather cloudy and mild; health good.
Sirohi („ 25th)		Weather cool and cloudy; health and prospects good; wells full.
Marwar („ 23rd)		Weather cold and cloudy; health and prospects good.
Harowtee („ 26th)		Crops ripening; weather getting warmer; prices steady.
Jhallawar („ 21st)		Weather seasonable; health and prospects good.
Ajmera („ 27th)		Weather cloudy; crops promising; small-pox cases numerous in parts.
Jaypore („ „)		Prospects and health good; prices falling.
Maur („ „)		Prospects fair; small-pox continues; otherwise health good; weather cloudy and becoming warm; prices slightly rising.

E. C. BUCK,

Secretary to the Government of India.



SUPPLEMENT TO
The Gazette of India.

N^o 10.} CALCUTTA, SATURDAY, MARCH 10, 1883.

OFFICIAL PAPERS.

A SUPPLEMENT to the GAZETTE OF INDIA will be published from time to time, containing such Official Papers and information as the Government of India may deem to be of interest to the Public, and such as may usefully be made known.

Non-Subscribers to the GAZETTE may receive the SUPPLEMENT separately on a payment of six Rupees per annum if delivered in Calcutta, or nine Rupees if sent by Post.

No Official Orders or Notifications, the publication of which in the GAZETTE OF INDIA is required by Law, or which it has been customary to publish in the CALCUTTA GAZETTE, will be included in the SUPPLEMENT. For such Orders and Notifications the body of the GAZETTE must be looked to.

GOVERNMENT OF INDIA.

DEPARTMENT OF FINANCE AND COMMERCE.

**SUPPLEMENT TO THE STATEMENT OF PRICES CURRENT OF FOOD-GRAINS FOR
THE 2nd HALF OF DECEMBER 1882, PUBLISHED IN PAGES 98 AND 99 OF THE
SUPPLEMENT TO THE "GAZETTE OF INDIA," DATED 27th JANUARY 1883.**

PROVINCE.	DISTRICTS.	AVERAGE WAGES PER MONTH.		
		Able-bodied Agricultural La- bourer.	Syce or Horse-keeper.	Common Mason, Carpenter, or Blacksmith.
		R a. p.	R a. p.	R a. p.
MADRAS	Nilgiris	8 0 0	8 0 0	27 8 0

D. M. BARBOUR,
Secretary to the Government of India.

DEPARTMENT OF FINANCE AND COMMERCE,
(Statistical Branch).

GOVERNMENT
DEPARTMENT OF FINANCE

PRICES CURRENT OF FOOD-GRAINS THROUGHOUT

		QUANTITIES PER RUPEE.																																			
PROVINCES.	DISTRICTS.	Wheat.			Barley.			Rice (best sort).			Rice (common).			Great Millet (Cholum, Jowar), <i>Holcus Sorghum</i> .			Sainan Millet (Candoo, Bajra), <i>Pennisetia Spicata</i> .																				
		Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.																		
S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.																		
MADRAS.	Ganjam	7	6	5	14	11	13	...	...	...	19	6	17	13	17	13	20	6	19	10	19	10	17	5	17	5	25	14	27	11	27	11	23	13		
	Vizagapatam	10	0	10	0	16	0	...	...	...	10	10	10	10	9	13	12	6	12	6	12	6	17	5	17	5	25	14	27	11	27	11	23	13		
	Guntur	9	14	8	2	18	0	...	...	...	18	14	13	14	14	13	18	0	18	0	19	0	30	11	23	13	10	11	...	...	...	...	...	...
	Kistna	9	13	8	13	10	13	...	...	...	17	13	16	3	20	5	18	8	16	13	22	0	22	2	25	14	33	10	22	3	20	14	...	...	
	Nellore	11	11	11	11	9	0	...	...	...	12	14	13	14	15	13	14	0	14	8	17	0	22	2	25	14	33	10	22	3	20	14	...	...	
	Cuddapah	14	11	16	3	15	6	...	...	...	12	6	12	6	12	6	13	5	13	5	14	8	29	3	23	6	31	10	30	10	6	37	0	...	...
	Anantapur	13	6	13	6	13	6	...	...	...	12	13	12	13	13	14	15	2	14	0	15	2	33	0	33	0	37	2	30	10	6	37	0	...	...
	Nellari	10	3	19	3	19	3	...	...	...	12	5	12	5	11	13	13	8	13	8	13	0	41	8	46	6	35	0	31	13	12	14	30	3	...	...
	Kurnool	13	5	12	11	15	3	...	...	...	10	5	10	5	11	6	11	6	11	6	12	2	37	0	35	10	34	3	31	3	30	0	20	0	...	...
	Madras	11	10	11	10	11	2	...	...	...	13	14	13	8	14	3	15	2	14	11	15	13	23	13	24	8	23	0	26	6	26	6	20	0	...	...
	Chingleput	...	...	...	...	...	...	...	...	...	13	8	13	8	15	0	15	2	15	2	15	13	...	...	...	...	...	...	...	...	...	...	...	...	...
	North Arcot	9	11	10	3	11	0	...	...	...	13	2	14	6	15	14	15	0	17	5	16	14	25	8	25	8	31	13	25	6	20	11	33	0	...	...
	South Arcot	9	0	9	6	9	6	...	...	...	15	3	15	3	14	13	18	6	18	6	18	13	...	...	...	...	...	...	...	...	...	...	...	...	...
	Tanjore	9	8	9	14	9	8	...	...	...	10	14	18	5	19	2	...	...	...	...	...	...	38	3	42	2	42	14	43	8	39	23	37	11	...	...
	Trichinopoly	7	14	9	3	9	3	...	...	...	16	10	14	6	17	5	17	6	15	3	18	2	33	10	30	10	27	8	33	13	35	5	30	14	...	...
	Madura	10	14	10	14	10	2	...	...	...	16	13	15	8	16	0	19	6	18	3	17	11	32	6	35	10	27	8	33	13	35	5	30	14	...	...
Tinnevely	9	14	9	14	9	3	...	...	...	15	2	14	3	12	5	20	0	19	10	15	3	28	11	28	11	27	13	35	0	38	3	35	1	...	...
Coimbatore	11	14	11	14	10	11	...	...	...	15	5	15	5	14	6	16	6	18	2	15	6	28	11	28	11	27	13	35	0	38	3	35	1	...	...
Nilgiris	9	3	9	3	9	14	...	...	...	9	10	9	10	9	10	12	0	12	0	12	13	20	0	20	0	21	10	18	8	18	8	21	0	...	...
Salem	11	0	11	0	11	0	...	...	...	15	14	15	8	14	10	16	8	16	0	17	14	26	6	28	6	27	5	26	8	26	8	23	0	...	...
South Canara	9	0	8	10	9	0	...	...	...	9	11	9	11	10	11	15	11	14	11	15	11	...	...	...	...	...	...	...	...	...	...	...	...	...
Malabar	9	6	8	10	9	6	...	...	...	16	3	16	3	16	10	17	3	17	3	17	3	...	...	...	...	...	...	...	...	...	...	...	...	...
BOMBAY.	Bombay	10	0	10	2	11	7	19	2	16	15	21	12	8	3	8	3	7	15	13	2	11	6	12	2	17	14	10	10	20	11	9	8	15	11	17	14
	Ahmednagar	13	8	13	0	15	8	25	0	24	0	19	0	9	0	9	0	8	0	14	8	14	0	10	0	20	0	20	0	20	0	16	0	16	0	15	8
	Kaira	11	14	12	5	13	5	21	5	22	14	24	10	10	0	10	0	9	2	15	4	15	4	15	4	20	0	20	0	20	0	15	4	15	4	15	8
	Surat	12	1	12	1	10	7	12	8	12	8	6	3	7	7	7	7	8	7	8	7	8	5	18	18	13	15	4	14	3	15	8	14	3	15	8	
	Broach	11	12	12	5	14	1	...	...	...	10	0	8	10	9	9	14	8	13	5	13	0	17	8	16	13	17	8	14	8	14	5	16	0	...	...
	Tanna (Salsette)	9	12	9	12	10	5	...	...	...	8	2	8	2	8	2	10	0	10	0	11	4	18	10	18	10	18	10	15	0	15	0	17	11	...	...
	Colaba (Alibag)	9	8	9	8	10	0	...	...	...	8	8	8	8	10	0	15	0	15	0	16	0	20	4	20	4	20	4	20	4	20	4	20	4	20	4
	Khandesh (Dhulian)	15	8	15	8	19	7	...	...	...	7	0	7	4	7	4	14	4	14	0	10	5	20	4	20	4	20	4	20	4	20	4	20	4	20	4
	Nasik	11	6	11	6	14	5	...	...	...	7	7	7	7	7	0	12	0	12	0	12	0	22	6	22	6	...	...	...	...	...	...	...	...	...
	Ahmednagar	14	4	13	8	15	10	...	...	...	9	1	9	0	10	5	11	14	11	14	12	0	21	5	20	10	17	14	19	8	19	6	23	5	...	...
	Poona	12	10	12	10	12	10	9	4	9	13	9	13	11	0	11	9	11	0	12	4	22	13	23	15	26	2	18	6	18	6	21	11
	Sholapur	14	8	14	1	15	6	...	...	...	10	15	11	3	10	15	11	13	12	4	11	13	32	12	33	10	34	8	27	8	29	8	29	1	...	...
	Kaladgi (Dagalkot)	19	8	19	0	23	0	17	8	17	8	15	0	6	12	6	12	6	12	8	12	0	9	0	31	0	32	0	34	0	29	8	29	8	29	1	
	Satara	12	1	11	6	12	1	...	...	...	8	4	8	14	9	11	1	7	10	12	11	7	21	5	20	10	17	14	19	8	19	6	23	5	...	...
	Belgaum	19	0	19	0	20	0	13	0	13	0	11	0	12	8	13	0	10	8	13	0	14	0	24	0	24	0	24	0	24	0	24	0	24	0	24	0
	Dharwar (Hubli)	23	0	23	0	23	0	...	...	...	14	0	14	0	11	0	15	0	17	0	12	0	27	0	27	0	27	0	27	0	27	0	27	0	27	0
	Katangi	11	3	11	3	11	5	...	...	...	8	0	8	0	9	1	6	16	4	16	4	16	15	39	13	20	13	15	15	15	15	15	15	15	15	15
	Kanara (Karwar)	11	0	10	8	16	0	...	...	...	11	0	10	8	16	0	...	...	...	...	...	...	26	10	26	10	32	0	17	12	17	12	17	12	17	12
	Panch Mahals (Godhra)	10	0	10	0	11	6	...	...	...	11	6	11	6	11	6	15	0	15	0	15	0	26	10	26	10	32	0	17	12	17	12	17	12	17	12
	Adeo	9	5	8	0	8	0	...	...	...	6	3	6	3	6	3	7	0	7	0	7	0	12	7	11	3	11	3	11	3	11	3	11	3	11	3
	Asirgarh	15	4	14	0	15	0	...	...	...	12	8	10	8	10	8	14	0	12	0	14	0	32	14	24	1	30	0	23	1	24	0	23	1	24	0
	Baroa	9	7	9	2	12	5	14	5	14	5	14	14	9	2	11	8	0	12	0	12	9	16	9	17	2	...	...	...	...	...	...	...	...	...
	Dua	15	8	15	2	16	0	...	...	...	7	6	7	6	6	6	9	0	9	0	9	0	22	0	22	0	22	0	22	0	22	0	22	0	22	0
	Nimach	15	0	14	4	16	0	13	0	18	0	23	0	9	0	10	0	9	0	10	0	11	0	22	0	22	0	22	0	22	0	22	0	22	0	22	0
Nasrabad	17	0	17	7	18	8	22	8	22	10	25	0	6	0	6	0	6	0	7	0	7	0	26	0	26	0	26	0	26	0	26	0	26	0	26	0	
Lajkot	17	12	16	8	14	0	...	...	...	6	8	6	8	6	8	0	11	8	11	8	11	0	20	4	20	4	20	4	20	4	20	4	20	4	20	4
Upper Sindhi Frontier	14	4	14	4	14	8	22	0	26	8	21	0	13	0	12	4	10	0	20	0	20	0	30	0	35	8	32	8	32	8	32	8	32	8	32	8	
Kutch	13	0	13	0	11	5	21	0	22	0	20	0	9	0	9	0	16	0	15	0	17	0	21	0	24	0	22	0	22	0	22	0	22	0	22	0	
Nandurbar (Nakur)	16	0	16	0	12	8	27	0	26	0	20	0	12	8	12	4	12	4	16	0	17	8	26	12	26	8	30										

a In the sub-divisions retail prices of salt are as follow :—Culda 15 seers, and Raneegunge 14-6 seers.
 b In the interior retail prices of salt are as follow :—Bampos 11 seers, Ouda 10 seers, Majo, Bishnupore, Indas, and Kotulpore 13 seers.
 c In the interior retail prices of salt range from 12 to 16 seers.

INDIA.

ANCE AND COMMERCE.

INDIA FOR THE 1st HALF OF FEBRUARY 1883.

SKEERS OF 80 TOLANS.

Gram.										Firewood.										Salt.										DISTRICTS.	PROVINCES.																												
Present fortnight.										Past fortnight.										Corresponding fortnight of 1882.																																							
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PRICES CURRENT OF FOOD-GRAINS THROUGHOUT

QUANTITIES PER RUPEE

PROVINCE.	DISTRICTS.	QUANTITIES PER RUPEE																							
		Wheat.			Barley.			Rice (best sort).			Rice (common).			Great Millet (Cholam, Jowar), <i>Setaria Sorghum</i> .			Bairush Millet (Oonoo, Bara), <i>Pennisetum Opuntia</i> .								
		Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.
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Central Districts.																									
Calcutta		13 5 14	0 13 5	23 2	24 11	26 14	10 0	10 0	10 0	10 0	16 0	16 0	17 12	26 10 20	8 26 14	17 0 17 0
24-Pergunnahs		13 5 13	0 13 5	20 0	20 0	25 0	8 0	9 0	10 0	10 0	17 8	16 0	20 0	20 0	17 8	26 8	...	...	...	...	...	...	...	...	...
Nuddia		16 0 16	0 16 0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Khoolna	
Jessore		13 0 13	0 14 4	...	...	...	...	...	...	...	20 0	20 0	21 4	24 8	25 8	29 0	...	...	...	...	...	...	...	...	...
Moorshedabad		16 0 16	0 17 0	...	...	...	...	17 0	17 0	18 0	23 8	23 0	30 0	...	...	...	...	...	...	...	...	...	...	...	...
Dinapore		13 2 13	2 14 0	14 0	13 8	24 0	20 4	17 0	25 12	24 0	20 0	30 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Rajahmundry		16 8 16	8 16 0	32 0	32 0	...	...	18 12	...	...	22 8	21 0	21 0	26 0	...	...	...	...	...	...	...	...	...	...	...
Bungpore		16 0 16	0 15 0	...	...	...	...	13 5	13 5	16 0	20 0	23 0	22 8	...	...	...	...	...	...	...	...	...	...	...	...
Hogra		12 0 11	4 21 6	...	...	...	...	13 0	12 0	20 4	30 0	30 0	31 14	...	...	...	...	...	...	...	...	...	...	...	...
Pahna		15 0 18	0 22 8	...	...	...	...	10 0	10 0	10 0	24 0	24 8	27 0	...	...	...	...	...	...	...	...	...	...	...	...
Darjeeling		8 0 8	0 8 0	8 0	8 0	8 0	5 0	5 0	6 0	16 0	14 0	15 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Jalpaiguri		11 8 11	8 9 0	20 0	20 0	20 0	15 0	16 0	13 0	20 0	20 0	23 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Eastern Districts.																									
Dacca		16 0 14	8 14 8	27 8	26 0	40 0	21 8	20 0	27 0	27 8	26 4	35 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Farrukhpore		20 0 20	0 20 0	36 0	35 0	30 0	24 0	20 0	20 0	25 0	25 0	25 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Backergunge		19 0	18 0	23 0	27 0	26 0	29 0	...	...	...	...	...	...	...	...	...	...	...	...
Mymensingh		13 0 13	0 11 0	...	...	...	...	20 0	20 0	20 0	27 0	27 0	30 0	...	...	...	...	...	...	...	...	...	...	...	...
Tippur		13 8 13	5 11 8	...	...	...	...	21 0	21 0	27 8	29 0	31 0	36 0	...	...	...	...	...	...	...	...	...	...	...	...
Chittagong		11 0 10	0 9 0	...	...	...	...	16 0	16 0	18 0	22 0	20 0	24 0	...	...	...	...	...	...	...	...	...	...	...	...
Nonkholy		22 0	22 0	28 0	26 0	26 0	32 0	...	...	...	...	...	...	...	...	...	...	...	...
Chittagong Hill Tracts		14 8	14 8	13 5	17 8	17 4	16 0	...	...	...	...	...	...	...	...	...	...	...	...
Hill Tipperah		10 0 10	0 10 0	...	...	...	...	21 0	22 0	24 0	32 0	32 0	38 0	...	...	...	...	...	...	...	...	...	...	...	...
Bihar.																									
Patna		21 0 21	0 19 0	40 0	40 0	50 0	14 12	14 12	13 6	19 0	22 0	28 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Gya		20 8 20	0 14 0	22 0	24 0	35 0	12 8	12 8	11 8	20 0	21 0	22 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Shahabad		16 8 16	0 14 8	28 0	30 0	38 0	11 8	...	...	...	...	...	...	20 0	31 0	...	35 0	35 0	...	...	...	...	...	...	...
Borthunga		13 0 14	0 14 0	40 0	40 0	25 0	13 0	15 0	14 0	18 0	22 0	24 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Mooserpore		18 0 15	0 12 0	36 0	36 0	40 0	12 0	12 0	12 0	19 0	19 0	21 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Burhan		17 0 17	0 18 0	32 0	30 0	44 0	10 8	10 0	10 0	21 0	21 0	23 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Chumpran		16 0 17	0 14 0	28 0	28 0	50 0	15 0	15 0	12 0	19 0	19 0	28 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Bonghyr		19 1 21	0 15 0	33 9	33 9	55 0	16 13	16 13	13 0	19 15	19 15	22 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Bhagalpur		16 6 17	11 18 14	32 13	37 14	37 14	18 15	19 8	22 12	20 3	20 13	27 12	...	...	...	...	...	...	...	...	...	...	...	...	...
Purnea		17 0 16	0 15 0	...	...	...	...	20 0	22 0	26 0	21 0	24 0	32 0	...	...	...	...	...	...	...	...	...	...	...	...
Maidah		16 0 16	0 16 0	...	...	...	...	21 0	16 0	20 0	22 0	20 0	26 0	...	...	...	...	...	...	...	...	...	...	...	...
Central Pergunnahs		16 0 16	0 11 0	...	...	...	...	16 0	16 0	25 0	24 0	24 0	30 0	...	...	...	...	...	...	...	...	...	...	...	...
Orissa.																									
Cuttack		11 13 11	13 18 6	...	...	...	...	18 6	15 12	18 6	24 16	28 14	28 14	...	...	...	...	...	...	...	...	...	...	...	...
Pooree		13 2 14	0 14 0	...	...	...	...	27 9	26 4	20 0	32 8	27 8	32 8	...	...	...	...	...	...	...	...	...	...	...	...
Balasore		14 0 14	0 13 0	...	...	...	...	16 0	16 0	26 0	30 0	30 0	32 0	...	...	...	...	...	...	...	...	...	...	...	...
CHOTA NAGPORE.																									
South-Western Frontier Agency.																									
Hazaribagh		15 0 16	8 12 0	24 0	24 0	24 0	12 0	11 0	12 0	20 0	20 0	24 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Lehardugga		15 0 13	0 12 0	18 0	18 0	...	...	20 0	20 0	22 0	24 0	24 0	26 0	...	...	...	...	...	...	...	...	...	...	...	...
Singbhoon		16 0 18	0 21 0	28 0	28 0	40 0	28 0	28 0	32 0	32 0	32 0	36 0	...	...	...	...	...	...	...	...	...	...	...	...	...
Sanabhoon		13 0 13	0 13 0	...	...	...	...	18 0	16 0	21 0	27 0	27 0	33 0	...	...	...	...	...	...	...	...	...	...	...	...

- * In the interior retail price of common rice varies from 32-13 to 42 seers per rupee.
 f In the sub-divisions retail prices of salt are as follow:—Baraset and Binsirhat 13 seers, Diamond Harbour 10-8 seers, Barrackpore 12-12 seers, and Dam-Dam 12 seers.
 g In the sub-divisions retail prices of salt are as follow:—Meherpore 10-4 seers, Choudanra 12 seers, Ranghat 12-11 seers, and Bhangong 12 seers.
 h In the sub-divisions retail prices of salt are as follow:—Bagirhat 11 seers and Bakthira 12 seers.
 i In the sub-divisions retail prices of salt are as follow:—Lalbagh 11 seers, Jungpore 10-14 seers and Kandi 12 seers.
 j In the sub-divisions retail prices of salt are as follow:—Lalbagh 11 seers, Jungpore 10-14 seers and Kandi 12 seers.
 k In the sub-divisions retail prices of salt are as follow:—Lalbagh 11 seers and Kandi 12 seers.
 l In the sub-divisions retail prices of salt are as follow:—Nilphamari 12 seers, and Karigram 10 seers.
 m In the sub-divisions retail prices of salt are as follow:—Kuracong 8 seers and Silligori 10 seers.
 n In the sub-divisions retail prices of salt are as follow:—Gualinda 12 seers, Madaripore 13 seers, Bhanga 11 seers, and Gopalgunge 12-12 seers.
 o In the sub-divisions retail prices of salt are as follow:—Patnakhali 10-10 seers, Perozepore 11 seers, and Bhora 9 seers.
 p In the sub-divisions retail prices of salt are as follow:—Kishoregunge 10-10 seers, Attea and Jamalpore 12 seers, and Netrokona 12-6 seers.

INDIA FOR THE 1st HALF OF FEBRUARY 1883—continued.

IN SEERS OF 80 TOLAHS.

Lower Middle, East, &c. Kaveri, Vengal, Saver, Cherut, Corallo, Mur- wa, Naginei, Pancom Muzerum, &c.															Gram.						Firewood.						Salt.												Districts.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S.

Bengal—continued.

1. In Brahmunberah and Chandpore sub-divisions retail price of salt is 12-8 seers.
2. Retail price of salt at Mathabar 9 seers, and Cox's Bazar 8 seers.
3. In the interior retail prices of salt range from 9 to 11 seers.
4. In Nowara sub-division retail price of salt is 10 seers per rupee.
5. In the sub-divisions retail prices of salt are as follow:—Luxar and Saseeram 11-8 seers, and Bhabooah 11 seers.
6. In Jappore and Madhubani sub-divisions retail price of salt is 12 seers.
7. In the interior retail prices of salt range from 10 to 12-12 seers.
8. In the sub-divisions retail prices of salt are as follow:—Sowan 11-10 seers, and Gopalgunge 12 seers.
9. In the sub-divisions retail prices of salt are as follow:—Mogusar 12 seers, and Juma 12-5 seers.
10. In the sub-divisions retail prices of salt are as follow:—Banksa and Boopole 10 seers, Mudehpore 10-8 seers.
11. Retail prices of salt at Uthra 10 seers, Kusba 12 seers, Kiasungunge 10 seers, Kausungunge in Arrarrah sub-division 12 seers.
12. In Ganda retail price of salt is 11 seers.
13. In Khandia retail price of salt is 13 seers per rupee.
14. Retail price of salt at Hadrak 11 seers.
15. Retail price of salt at Chitra 11 seers, and Khurrukhdiha 12 seers.
16. Retail price of salt at Ragunathpore and Govindpore 12 seers and Barabazar 11 seers.

PRICES CURRENT OF FOOD-GRAINS THROUGHOUT

[illegible]

- **Mandates** : present 30 acres, past 35 acres, and corresponding 30 acres.

INDIA FOR THE 1st HALF OF FEBRUARY 1883—continued.

IN SEERS OF 80 TOLANS.

Lesser Mills, Paig. de (Kasari, Vengur, Savai, Chitna, Coraio, Munwa, Nigra, Pan, am Mithun, de.			Gram.			Firewood.			Salt.			Districts.			PROVINCE.
Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1882.	
S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	S. Ch.	R. a.	R. a.	R. a.	S. Ch.	S. Ch.	S. Ch.	
...	20 0	21 0	22 0	108 0	108 0	108 0	3 6	3 6	4 2	11 13	11 12	9 8	Sylhet
...	17 12	12 13	22 2	80 0	80 0	80 0	3 8	3 6	4 0	10 10	10 10	9 6	Cachar
...	15 0	13 0	10 0	120 0	120 0	120 0	3 4	3 6	4 8	12 0	12 0	8 14	Gauhati
...	8 0	8 0	8 0	160 0	160 0	160 0	5 6	5 6	6 4	6 6	6 6	5 5	Garo Hills
...	13 0	13 0	7 0	160 0	160 0	2 0 0	3 8	3 12	4 3	11 8	10 8	2 8	Kamrup
...	7 8	8 0	8 5	160 0	160 0	160 0	4 8	4 8	5 8	8 0	8 0	7 0	Darrang
...	8 0	8 0	8 0	100 0	100 0	120 0	5 0	5 0	5 0	8 0	8 0	8 0	Nowgong
...	10 0	10 0	10 0	80 0	80 0	120 0	4 8	4 8	5 4	9 0	9 0	7 0	Sibsagar
...	12 0	12 0	11 0	200 0	200 0	80 0	5 0	5 0	5 4	8 0	8 0	7 8	Lakhimpur
...	2 0	2 0	2 0	120 0	120 0	120 0	5 0	5 0	7 8	8 0	8 0	5 5	Khasi & Jaintia Hills
...	13 0	13 0	15 0	3 0	3 0	2 8	Naga Hills
...	28 0	25 8	26 0	160 0	160 0	160 0	11 8	11 8	10 0	11 0	11 0	9 8	Dohra Dán
...	30 14	29 0	29 2	129 0	129 0	150 0	13 2	12 14	10 4	12 14	12 5	10 4	Saharapur
...	26 14	26 14	26 14	132 0	132 0	132 0	12 4	12 4	10 6	12 2	12 2	10 0	Muzaffargarh
...	28 0	27 0	25 8	110 0	110 0	110 0	12 0	12 0	10 8	11 8	11 8	10 0	Meerut
...	26 0	25 4	23 0	130 0	130 0	120 0	12 8	11 8	10 0	...	...	...	Bulandshahr
...	24 0	25 0	24 0	120 0	120 0	130 0	12 8	12 8	...	12 4	12 4	...	Aligarh
...	12 0	12 0	12 8	200 0	200 0	200 0	9 0	8 8	7 0	8 0	8 0	6 0	Kanpur
...	9 0	9 0	9 0	280 0	280 0	240 0	9 0	8 0	7 8	8 0	8 0	7 8	Gorhwal
...	24 12	24 12	23 12	135 0	135 0	135 0	...	...	...	12 6	12 6	9 14	Bijnor
...	26 4	25 10	23 12	125 0	125 0	125 0	12 12	12 12	...	12 8	12 8	11 4	Moradabad
...	24 0	23 11	24 0	192 0	192 0	192 0	11 6	11 6	10 3	10 12	10 2	10 12	Budhan
...	25 0	24 6	20 10	125 0	125 0	125 0	12 8	11 14	...	11 14	11 4	10 0	Barilly
...	26 4	25 12	20 0	160 0	160 0	160 0	13 0	13 0	10 8	10 12	10 12	9 6	Shahjahanpur
...	21 4	21 4	20 0	120 0	120 0	120 0	12 8	12 8	...	12 0	12 0	10 0	Tarai Pergamala
...	27 8	27 8	22 0	120 0	90 0	100 0	14 0	14 8	...	12 8	12 8	10 0	Muttra
...	27 0	27 0	22 0	100 0	100 0	100 0	13 8	12 8	11 8	13 0	12 0	11 0	Agra
...	26 6	26 11	22 2	156 8	156 8	149 14	12 12	12 2	10 1	12 0	11 4	10 1	Farukhabad
...	26 4	26 0	22 0	140 0	140 0	160 0	13 0	13 0	...	11 0	11 0	9 8	Mainpuri
...	29 8	29 0	24 8	100 0	100 0	120 0	13 0	13 0	12 0	11 0	11 8	10 0	Etawah
...	25 8	26 0	21 0	158 0	160 0	140 0	12 0	12 0	10 8	12 8	11 0	...	Etah
...	35 0	32 0	28 0	140 0	140 0	140 0	12 0	12 0	...	11 0	11 0	10 0	Jalaun
...	33 11	33 7	30 7	200 0	200 0	200 0	12 8	12 8	10 8	11 8	11 8	10 0	Jhansi
...	35 0	32 0	34 0	160 0	160 0	160 0	12 0	12 0	...	11 12	11 0	9 8	Lalitpur
...	32 0	33 0	27 0	140 0	140 0	140 0	13 4	13 4	...	13 0	13 0	11 0	Cawnpore
...	30 0	30 0	25 4	200 0	200 0	200 0	11 0	11 0	...	10 12	10 12	9 10	Fatehpur
...	45 0	40 0	33 0	160 0	160 0	160 0	12 8	12 8	...	12 0	12 0	10 8	Banda
...	30 0	28 12	28 0	130 0	120 0	120 0	12 0	12 0	...	11 0	11 0	...	Allahabad
...	32 0	32 0	28 7	140 0	140 0	140 0	11 13	11 13	9 14	11 0	11 0	...	Hampur
...	26 6	24 0	29 10	148 12	148 12	141 4	10 12	10 12	...	10 10	10 10	8 15	Jampur
...	21 9	21 9	16 0	160 0	160 0	160 0	11 9	10 13	...	12 0	9 9	8 6	Gorakhpur
...	23 0	24 0	32 0	140 0	140 0	140 0	9 8	9 0	8 0	7 8	7 0	7 0	Basti
...	22 2	21 6	28 8	181 0	181 0	147 6	11 0	11 0	7 14	10 8	10 8	9 3	Azamgarh
...	22 0	24 0	25 0	100 0	100 0	100 0	10 0	10 0	9 0	9 0	9 0	8 0	Mirzapur
...	22 12	13 14	24 15	140 0	140 0	120 0	11 4	11 4	...	10 2	10 2	8 11	Benares
...	26 6	26 6	29 10	163 0	173 0	163 0	11 9	11 9	9 10	10 5	10 5	9 0	Ghazipur
...	27 8	27 8	28 12	100 0	100 0	100 0	11 4	11 4	9 6	11 8	11 8	8 12	Balia
...	28 6	20 11	23 8	150 0	150 0	150 0	12 8	13 0	12 0	12 0	12 0	12 0	Filablit
...	26 0	23 8	20 4	120 0	120 0	120 0	11 0	11 0	9 0	10 8	10 8	8 8	Lucknow
...	28 8	27 0	22 0	160 0	160 0	160 0	...	...	...	12 0	11 0	9 0	Unao
...	25 0	25 0	26 0	130 0	130 0	130 0	12 0	12 0	10 8	10 8	9 8	9 8	Bara Banki
...	27 2	26 8	24 0	160 0	160 0	160 0	12 0	12 0	...	11 0	11 0	10 0	Sitapur
...	21 9	20 10	22 8	200 0	200 0	200 0	9 6	9 6	8 8	7 8	7 8	8 7	Hardui
...	21 0	22 8	30 8	160 0	160 0	200 0	11 0	11 0	10 0	10 0	10 0	8 8	Khen
...	26 8	25 12	27 0	140 0	140 0	140 0	11 0	11 0	8 12	10 0	10 0	8 4	Fyzabad
...	24 0	24 0	25 0	120 0	160 0	160 0	...	...	...	10 0	10 0	8 4	Bharaicu
...	29 0	30 0	26 4	200 0	200 0	200 0	12 0	12 0	...	11 12	11 12	9 10	Gonua
...	25 0	26 0	26 0	160 0	160 0	160 0	12 0	12 0	No return received			...	Bai Barai
...	24 8	24 13	20 0	200 0	200 0	200 0	11 0	11 0	10 0	10 15	10 9	8 13	Sultanpur
...	Partalpur
...	25 0	25 8	24 0	80 0	80 0	80 0	12 8	12 8	...	11 8	11 8	10 8	Delhi
...	28 8	28 8	28 0	160 0	160 0	160 0	12 0	12 0	No return received			...	Gurgaon
...	35 0	35 0	30 0	80 0	80 0	80 0	12 8	12 8	...	11 12	11 12	10 0	Karnal
...	28 0	28 0	26 8	100 0	100 0	100 0	12 12	12 12	...	12 0	12 0	10 0	Hissar
...	43 0	43 0	43 0	120 0	120 0	120 0	12 8	12 8	...	12 0	12 0	10 0	Kotak
...	34 0	35 8	31 0	130 0	140 0	160 0	14 4	14 8	...	11 0	14 2	11 8	Sirsa
...	No return received			...	...	...	Unbulla
...	24 0	...	24 0	80 0	80 0	100 0	11 5	11 0	...	10 10	10 5	8 9	Luniana
...	35 0	34 8	32 8	100 0	100 0	100 0	15 0	15 0	...	14 8	14 8	11 8	Simla
...	35 0	34 0	31 0	110 0	110 0	100 0	14 0	14 0	...	13 12	13 12	11 8	Julundur
...	24 0	23 0	19 0	140 0	140 0	140 0	11 8	11 8	...	11 0	11 0	9 0	Hoshiarpur (a)
...	Kangra

(a) Barley falling.

PRICES CURRENT OF FOOD-GRAINS THROUGHOUT

		QUANTITIES PER RUPEE																																				
		Wheat.						Barley.						Rice (best sort.)						Rice (common).						Great Millet (Common, Jowar), Zizania Bergiana.						Burmese Millet (Common, Bama), Pennisetum Spicatum.						
Districts.		Present fortnight.		Past fortnight.		Corresponding fort- night of 1882.		Present fortnight.		Past fortnight.		Corresponding fort- night of 1882.		Present fortnight.		Past fortnight.		Corresponding fort- night of 1882.		Present fortnight.		Past fortnight.		Corresponding fort- night of 1882.		Present fortnight.		Past fortnight.		Corresponding fort- night of 1882.		Present fortnight.		Past fortnight.		Corresponding fort- night of 1882.		
		S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	S.	Ch.	
PUNJAB—continued.	Amritsar . . .	26	4	26	4	22	8	44	0	44	0	45	0	...	...	...	14	0	14	8	12	8	41	4	41	4	30	4	26	8	26	8	27	...	...	...
	Sialkot . . .	No return received	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Gurdaspur . . .	31	0	31	0	26	0	45	0	45	0	38	0	16	0	18	0	16	0	32	0	32	0	26	0	14	0	14	0	14	0	14	0	14	0
	Lahore . . .	23	0	23	0	23	0	45	0	45	0	38	0	16	0	13	0	10	0	48	0	48	0	35	0	27	0	27	0	27	0	27	0	27	0
	Ferozepore (a) . . .	22	8	23	0	20	8	44	0	48	0	38	0	14	0	14	0	10	0	48	0	48	0	35	0	27	0	27	0	27	0	27	0	27	0
	Gujranwala . . .	25	4	26	8	21	8	45	0	45	0	40	0	18	0	18	0	16	0	40	0	40	0	30	0	25	0	25	0	25	0	25	0	25	0
	Rawalpindi . . .	23	0	23	12	17	8	39	0	40	0	29	0	17	0	17	4	9	0	35	0	35	0	28	0	24	0	24	0	24	0	24	0	24	0
	Jhelum . . .	No return received	
	Gujrat (b) . . .	30	8	30	0	22	8	48	0	47	0	34	0	14	0	14	0	9	8	46	0	42	0	30	0	8	4	8	4	8	4	8	4	8	4
	Shalpur . . .	No return received	
	Moblan . . .	16	0	17	0	16	8	29	0	28	0	24	0	10	0	10	0	10	0	32	0	32	0	24	0	25	0	25	0	25	0	25	0	25	0
	Jhang . . .	20	12	21	8	20	0	40	0	42	0	33	0	12	0	10	0	10	0	34	0	36	0	28	0	30	0	30	0	30	0	30	0	30	0
Montgomery . . .	20	0	21	8	20	0	32	0	32	0	27	0	...	...	...	5	8	5	8	5	8	32	0	32	0	25	0	...	...	...	...	...	...	...	...	...
Muzaffargarh . . .	18	8	19	0	18	0	28	0	28	0	26	0	6	0	6	0	5	0	21	0	21	0	20	0	22	0	22	0	22	0	22	0	22	0	
Dera Ismail Khan (c) . . .	21	4	21	12	18	9	32	5	32	8	35	0	9	11	9	1	8	2	40	15	40	15	33	0	36	12	32	12	32	12	32	12	32	12	
Dera Ghazi Khan (a) . . .	18	2	18	2	16	14	28	12	32	8	23	12	7	8	7	8	7	8	40	0	38	12	23	12	33	12	33	12	33	12	33	12	33	12	
Bannu . . .	No return received	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Peshawar . . .	17	6	17	12	13	10	35	11	37	0	32	8	11	6	11	6	9	0	35	6	36	0	24	10	30	0	30	0	30	0	30	0	30	0	
Kohat (c) . . .	10	2	19	7	14	0	34	6	34	6	27	6	12	12	12	12	11	8	39	8	37	0	20	6	38	4	37	0	37	0	37	0	37	0	
Harara . . .	...	...	...	...	...	...	...	14	0	...	27	0	...	...	...	16	0	...	...	14	0	40	0	...	...	...	...	...	...	...	...	...	...	...	...	...
CENTRAL PROVINCES.	Nagpur . . .	18	8	18	8	19	12	...	...	...	...	...	8	8	8	8	7	8	18	8	17	8	17	4	27	0	27	12	30	12	...	...	...	...	...	...
	Bhimdara . . .	18	8	19	4	17	0	...	...	...	...	...	10	8	10	8	8	12	23	12	23	12	20	0	35	0	35	0	26	0	...	...	...	...	...	...
	Chanda . . .	16	0	17	0	19	0	...	...	...	...	...	...	...	...	...	...	15	0	16	0	13	0	29	0	32	0	31	0	...	...	...	...	...	...	...
	Wardha . . .	20	0	22	0	23	4	...	...	...	...	...	7	0	10	0	8	12	10	0	15	0	16	12	32	0	31	0	34	0	...	...	...	...	...	...
	Balaghat . . .	17	0	17	0	25	0	...	...	...	...	...	18	0	18	0	15	0	28	0	30	0	27	0	...	...	...	...	...	...	...	...	...	...	...
	Jabalpore . . .	19	0	19	0	21	0	20	0	21	0	16	0	13	0	13	0	12	0	18	0	18	0	18	0	29	0	30	0	27	0	23	0	24	0	21	0	
	Saugor . . .	21	8	21	8	25	0	...	...	...	...	...	10	0	10	0	8	8	11	0	11	0	10	0	35	0	34	0	...	...	...	...	...	...	...	...
	Dannoh . . .	22	8	25	8	29	0	39	0	...	...	...	15	12	15	12	18	8	16	8	16	8	14	8	44	0	49	0	...	...	31	8	31	0	...	...
	Seoni . . .	19	8	19	8	23	0	...	...	...	...	...	13	8	13	0	12	8	21	8	21	8	18	8	...	...	...	...	...	...	...	...	...	...	...
	Mandla . . .	21	0	20	0	23	8	...	...	...	...	...	16	0	16	8	15	0	22	0	22	8	23	8	32	0	...	...	...	...	16	0	...	...	...	...
	Betul . . .	16	0	17	0	18	8	...	...	...	...	...	11	0	11	0	12	0	12	0	13	0	13	0	24	0	20	0	28	0	...	...	...	...	...	...
	Chhindwara . . .	18	0	17	8	24	0	...	...	...	...	...	11	0	11	0	10	0	15	0	15	0	14	0	30	0	30	0	31	0	...	...	...	...	...	...
Hoshangabad . . .	16	9	17	6	18	15	5	10	5	8	4	0	13	8	13	8	11	8	21	0	24	0	25	0	19	4	19	4	23	0	
Nursingpur . . .	18	8	18	8	20	8	10	0	10	0	10	0	12	8	12	8	12	0	27	8	27	8	40	0	24	8	24	8	32	0	
Nimai . . .	15	0	16	0	17	8	14	8	15	0	12	8	24	0	24	0	35	14	24	13	28	0	28	0	
Rampur . . .	No return received	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Sambalpur . . .	14	0	17	8	25	0	...	...	...	...	...	45	8	42	0	38	0	52	8	52	8	52	0	...	...	...	...	...	...	...	...	...	...	...	...	...
Bilaspur . . .	31	0	36	0	50	0	...	...	...	...	...	32	0	32	0	38	0	60	0	59	0	66	0	...	...	...	...	...	...	...	...	...	...	...	...	...
ARAKAN DIVISION.	Akyab . . .	...	...	...	...	...	...	...	...	...	...	...	9	0	9	0	...	10	0	10	0	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Northern Arakan . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Kyaukpada . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Sandoway . . .	...	...	...	...	...	...	...	...	...	...	...	27	7	22	14	27	7	33	9	26	13	33	9	...	...	...	...	...	...	...	...	...	...	...
	Pegu Division . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Bangoo Town . . .	15	5	15	5	9	0	...	...	...	...	...	13	13	15	4	6	15	15	4	16	4	7	6	...	...	...	...	...	...	...	...	...	...	...
	Tharrawaddy . . .	...	...	...	...	...	...	...	...	...	...	...	8	14	...	...	14	4	14	4	...	17	13	...	...	...	...	...	...	...	...	...	...	...	...
	Prome . . .	12	2	12	2	10	6	...	...	...	...	...	14	15	14	15	16	12	17	2	19	10	18	5	...	...	...	...	...	...	...	...	...	...	...
	Irrawaddy Division . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Heinzada . . .	...	...	...	...	...	...	...	...	...	...	...	17	15	17	15	17	15	26	0	26	0	17	5	...	...	...	...	...	...	...	...	...	...	...
	Bassein . . .	...	...	...	...	...	...	...	...	...	...	...	19	0	...	...	16	3	19	0	...	18	6	...	...	...	...	...	...	...	...	...	...	...	...
	Thonegwa . . .	...	...	...	...	...	...	...	...	...	...	...	15	1	10	12	18	11	18	6	17	7	18	6	...	...	...	...	...	...	...	...	...	...	...	...
Thayeto . . .	10	1	10	1	10	1	...	...	...	...	...	11	11	11	1	11	11	15	9	15	9	15	9	...	...	...	...	...	...	...	...	...	...	...	...
Thammyer Division . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Moulmein Town & Amherst . . .	12	2	12	2	10	0	...	...	...	...	...	12																								

(c) Barley rising.

(b) Bajra and jowar falling.

(c) Firewood falling.

SEEDS OF 80 TOLAHS.

• No wholesale salt sold.

PRICES CURRENT OF FOOD-GRAINS THROUGHOUT

QUANTITIES PER RUPEE

PROVINCE.	DISTRICTS.	QUANTITIES PER RUPEE																							
		Wheat.			Barley.			Rice (best sort).			Rice (common).			Great Millet (Cholum, Jowar), Hoicus Sorghum.			Bulrush Millet (Cumbu, Bajra), Panicum Spica.								
		Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.	Present fortnight.	Past fortnight.	Corresponding fortnight of 1892.
MYSORE.	Bangalore	11 11	12 4	12 7	12 15	13 8	13 14	10 4	10 1	10 8	11 8	18 7	12 1	32 6	31 7	26 3	...	...	...	...	...	...	...	...	...
	Kolar	...	...	...	11 2	11 2	11 2	12 14	13 5	12 14	15 3	16 4	15 3	...	...	...	...	...	...	...	...	...	...	...	...
	Tumkur	14 0	14 0	15 0	12 0	12 0	14 0	12 0	12 8	12 0	13 0	14 0	12 8	...	...	...	...	...	...	...	...	...	...	...	...
	Mysore	12 0	12 8	10 8	...	...	...	12 0	11 6	10 8	14 0	12 14	11 0	32 0	32 0	20 0	...	...	...	...	...	...	...	...	...
	Hassan	No return received			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Shimoga	15 12	13 12	14 11	17 14	16 13	18 14	13 10	14 11	11 9	16 13	18 14	14 11	42 0	40 15	26 4	...	...	...	...	...	...	...	...	...
	Kadur	16 0	15 0	16 0	15 0	14 0	15 0	20 0	20 0	12 0	22 0	22 0	15 0	...	...	...	...	...	...	...	...	...	...	...	...
	Chitaldroog	No return received			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
COORG.	Coorg	9 12	9 12	8 8	10 2	9 14	10 4	13 14	12 13	11 1	17 6	16 13	15 6	...	...	...	...	...	...	...	...	...	...	...	...
	Jeyapore	17 0	17 0	16 8	25 0	24 0	21 8	6 0	6 0	7 0	9 0	9 0	9 0	26 0	28 0	20 0	0 23	0 22	8 21	...	...	...	...	...	...
	Kishengurh	16 0	16 0	17 0	25 8	25 8	25 8	9 0	9 0	10 0	11 0	11 0	12 0	27 0	27 0	26 0	0 19	8 10	8 23	...	...	...	...	...	...
	Kerrowlee	20 10	20 10	17 8	30 0	30 0	17 8	13 12	13 12	13 0	16 4	16 4	14 0	30 10	28 12	21 8	25 10	26 4	17 4	...	...	...	...	...	...
	Ulwur	18 14	19 14	17 5	29 6	29 13	22 5	8 0	8 0	8 0	13 0	13 0	12 11	27 7	28 14	22 9	25 23	11 20	...	...	...	...	...	...	...
	Bhurspore (City)	19 3	18 11	17 0	32 12	29 12	21 0	8 2	8 2	6 8	11 4	11 0	7 0	27 8	26 12	21 8	27 23	12 20	...	...	...	...	...	...	...
	Ajmere	15 0	15 0	16 0	22 8	22 0	24 0	5 0	5 0	5 0	8 0	8 0	8 0	24 0	23 0	24 0	0 19	0 19	0 21	...	...	...	...	...	...
	Deoli Cantonment	18 8	18 5	19 13	24 0	23 8	23 12	...	...	...	13 0	13 0	10 0	25 11	25 5	24 0	0 22	0 22	0 21	...	...	...	...	...	...
	Erinpura	17 12	17 12	17 4	31 4	31 4	31 0	...	...	...	9 0	9 0	8 0	20 0	20 0	25 0	0 21	0 21	0 23	...	...	...	...	...	...
	Sirokee	16 0	16 0	...	29 0	30 0	...	7 0	7 0	...	8 0	8 0	...	17 0	17 0	...	20 0	20 0	...	...	...	...	...	...	...
RAJPOOTANA.	Abu	14 12	15 4	16 0	21 4	23 8	24 0	6 12	6 8	5 12	8 6	8 4	8 8	...	...	...	16 0	16 0	0 18	...	...	...	...	...	...
	Anudra	16 12	17 4	18 0	24 0	25 0	28 0	7 8	7 6	6 0	9 0	9 0	8 8	...	...	...	18 0	18 0	0 21	...	...	...	...	...	...
	Hilly Tracts of Meywar	18 0	22 0	25 0	26 0	26 0	38 0	...	...	...	16 8	15 0	22 0	...	...	...	...	...	...	...	...	...	...	...	...
	Meywar (Oodeypore)	13 4	13 4	15 10	18 12	19 24	18 12	10 15	10 6	10 15	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Banswara (Meywar Agency)	21 4	21 4	26 4	...	...	...	7 8	8 12	7 8	18 12	18 12	18 12	...	...	...	...	...	...	...	...	...	...	...	...
	Partabgarh ("	No return received			...	...	...	6 4	6 4	...	8 9	8 12	...	22 8	22 8	...	20 0	20 0	0 ...	...	...	...	...	...	...
	Marwar (Jodhpore)	16 4	16 4	...	22 8	22 8	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Bikareer	14 12	14 12	10 0	...	...	...	3 12	3 4	3 0	6 10	6 10	7 4	...	...	...	22 12	22 12	12 20	...	...	...	...	...	...
	Boonice	18 0	19 0	24 0	28 0	27 0	31 8	10 0	10 0	10 8	11 0	11 0	11 8	27 0	27 0	28 0	...	...	...	...	...	...	...	...	...
	Kotah	18 0	18 4	21 8	18 0	17 0	24 8	11 0	10 0	8 0	14 0	13 4	10 0	28 0	28 0	26 4	16 0	16 0	0 16	...	...	...	...	...	...
CENTRAL INDIA.	Tonk	15 14	16 7	17 8	23 12	24 0	21 0	7 15	7 8	7 8	11 10	10 0	11 0	30 4	31 0	24 4	23 24	6 22	...	...	...	...	...	...	...
	Jhullawar	17 24	17 24	19 24	8 0	8 0	23 14	...	...	...	10 2	10 2	10 2	8 13	24 9	24 4	0 18	6 18	6 17	...	...	...	...	...	...
	Shahpura	16 3	16 6	21 0	21 12	21 0	24 0	13 4	13 0	10 4	16 0	16 1	13 0	21 14	21 8	24 0	0 16	12 19	4 19	...	...	...	...	...	...
	Dholpur	18 6	18 8	17 9	35 6	31 8	23 9	10 2	10 2	10 2	12 6	12 6	13 8	27 10	28 4	22 8	27 4	27 7	20 0	...	...	...	...	...	...
	Indore	No return received			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Gwahar	No return received			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Isaona	No return received			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Baghelkhand (Satna)	No return received			...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

DEPARTMENT OF FINANCE AND COMMERCE,
(Statistical Branch.)

IN SEERS OF 80 TOLAHS.

† Brn salt.

D. M. BARBOUR,
Secretary to the Government of India.

GOVERNMENT OF INDIA.
REVENUE AND AGRICULTURAL DEPARTMENT.

ESTABLISHMENT OF FUEL AND FODDER RESERVES.

Extract from the Proceedings of the Government of India, in the Revenue and Agricultural Department,—dated Calcutta, the 1st March 1883.

CIRCULAR No. 16A.

AGRICULTURE.

Read the following papers annexed as appendices A to D:—

- Extract from the Famine Commission's Report, Part II, Chapter VI, Section 2, paragraphs 8 to 10, page 179.
- Extract from Review of the Forest Administration in the several Provinces under the Government of India for the year 1880-81 by the Officiating Inspector General of Forests to the Government of India.
- Chapter VIII, page 26, of Manual of the more deadly forms of cattle disease in India, 1871.
- Extract from Report on the Forests of Khurdah, Orissa, by J. S. Gamble, Esq., Officiating Conservator of Forests, Bengal, for the year 1881-82, page 12, paragraphs 44, 45 and 46.
- Extract from Appendix A to the above Report, by W. C. Taylor, Esq., Deputy Collector, on the Khurdah Sub-Division, for the year 1872-73.
- Extract from the Revenue Administration Report of the North-Western Provinces and Oudh, for 1877-78, Chapter I, Section IV, paragraph 8.
- Extract from the Report on the Revenue Administration of the North-Western Provinces and Oudh, for 1880-81, Chapter I, Section IV, paragraph 19.
- Extract from a note by Mr. William Crooke, Manager of the Awa Estate under the Court of Wards, dated the 22nd November 1881.
- Punjab Revenue Administration Report for 1877-78. Extracts from the Lieutenant-Governor's Review thereof.
- Extract from the Punjab Revenue Administration Reports for 1878-79 and 1879-80.
- Extract from a Report on the revised Land Revenue Settlement of the Rohtak district, 1873—1879 (pages 76-77).
- Extract from Note by the Settlement Officer in the Gurgaon district, dated December 1882.
- Letter from the Resident at Hyderabad to the Deputy Commissioner of Ellichpur (Berar) quoted in the Review of the Inspector General of Forests on the Forest Administration in the several Provinces of India during 1880-81 (page 11).
- Extract from letter No. 143-8—9 (Settlement), dated 22nd December 1880, from the Chief Commissioner, British Burma.
- Extract from letter No. 5517, dated 13th April 1881, from the Chief Commissioner, British Burma, paragraph 2.
- Report on a visit to the English and Scotch Forests by the Professors and Students from Nancy Forest School, by M. Boppe, Inspector of French Forests.

OBSERVATIONS.—The attention of the Government of India has lately been called by various reports and statistical returns from the Upper Provinces to the growing decrease in the area of grazing lands and wooded tracts in many parts of Upper India. These remarks have special reference to the Provinces of the Punjab, the North-West and the Central Provinces, inclusive of the Berars. The grazing land in these Provinces has not only diminished in area, but has also deteriorated in quality and changed in character, the latter result being partly due, as will be presently explained, to the excessive grazing which the reduction in area has made necessary. The Government of India is aware that efforts have been made both by the Local Governments and district officers, especially in the Punjab, to meet the difficulty; but it appears necessary that more systematic measures and arrangements should be undertaken than have yet been

instituted in any Province. The Famine Commissioners have not omitted to give prominent notice to the subject in Part II of their Report quoted in Appendix A.

2. The decrease of the area of culturable waste is a natural consequence of the increasing numbers of the agricultural population, by whom a continually extended area of arable land is required for the plough. The argument indeed has been brought forward that the grazing lands and jungles, of which the cattle of the country have been deprived by the encroachments of agriculture, can be profitably and efficiently replaced by fodder crops, and that such has in fact been the case in many countries in which agriculture is more fully developed. But it is doubtful how far it is wise to allow this argument to be applied at present to the Upper Provinces of India. The one fact that these regions are subject to droughts of a character unknown in the Western hemisphere, places them on an entirely different footing from those civilised countries with the agricultural system of which we are most familiar. In a season when a failure of the monsoon causes the destruction of crops which supply food for men, those crops also upon which cattle depend are equally liable to perish. It is only in tracts which are thoroughly irrigated that any safe reliance can be placed upon a supply of artificially-raised fodder, or that a system of stall feeding can be expected to preserve the lives of the cattle. Tracts so protected form at the present time a small proportion of the agricultural area of Northern India.

3. The history of the famines and droughts which have occurred during the present century, and especially in late years, is replete with painful accounts of the wholesale destruction of cattle by starvation and the failure of the fodder supply. It may be doubtful whether the loss which the agricultural population has thus sustained has always been fully appreciated. At a time when they have been deprived by a failure of the rains of a great portion of the produce of one or more seasons, they have also had taken from them, in the destruction of their plough-labour, the means of recouping their loss in succeeding years. The late famine of 1877 has furnished many examples of this kind. Accounts have reached the Government of India of the serious deterioration of the agricultural prosperity of many tracts which, there is every reason to believe, would now be in a flourishing condition if the cattle could have been saved. On the other hand, instances have been brought forward in which the existence of a sufficient area of grazing land has, in districts most affected by the drought, both preserved the cattle and secured the agricultural population from prospective loss.

4. It is desirable at this point to explain that the term "grazing land" as herein used is not to be restricted to land which provides nothing but the ordinary pasture of a grass plain. Such land is often affected just as seriously by a drought as the unirrigated area of cultivated land. Grazing land is here intended to include those wooded tracts and jungles which provide bushes, trees, and herbs from which cattle can obtain a plentiful supply of fodder, even at times when the grass on open ground is dried up and destroyed. There are many trees and many bushes which, drawing upon a supply of moisture below the surface of the earth, can maintain their life and vigour when the shallow-rooted crops and grasses are parched and withered. And this is not all. It has also been ascertained that the grass itself which, on an exposed surface, would succumb to the drought is, in the cooler atmosphere occasioned by the shade and protection of trees and shrubs, saved from destruction.

As, moreover, there is, apart from the question of fodder, a distinct agricultural advantage in maintaining throughout the plains of Upper India a supply of wood for fuel and domestic purposes, the term used in the following paragraphs of this Resolution to designate grazing lands will be that of Fuel and Fodder Reserves.

5. A further effect of the absence of proper food after a period of drought is that the cattle, which have been starved for weeks, feed too greedily on the

young shoots of the millets that are sown with the first showers of rain or on the coarse grass that springs up on the return of the monsoon. The excess of food to which they have been unaccustomed induces a rapidly fatal disease (described in Appendix B) which has carried off thousands of animals in many parts of India.

6. In Appendix C instances are quoted in which cattle perished in large numbers from want of fodder in the droughts of 1877 and 1880; while, on the other hand, cases are noted in which they were saved by being fed on bushes and leaves of trees. In Rohtak, for example, no less than 250,000 beasts are said to have died, or about one-half of the whole cattle of the district. This was in 1877. In 1880, 15,000 cattle are reported to have perished in the district of Jhansi, while many others were only preserved by the bushes in the ravines or by fodder obtained from trees. In the same year large numbers of cattle were in the Allahabad Division kept alive by being taken to the forest tracts of Banda, while throughout the division all the available trees were stripped of their leaves. "There is no need," writes the Commissioner in quoting from his district reports, "to multiply these extracts, all of which tell precisely the same story."

7. The examples to which reference has now been made are sufficient proof of the necessity of taking some action for the protection of the cattle of the country against drought. The facts brought forward seem to prove that at present the agricultural population will not or cannot themselves take sufficient precautions to provide against exceptional occurrences. They trust to accident or to assistance from the Government. But in this matter little or no help can be afforded, unless systematic arrangements are made in advance, and continuously maintained, under which a supply of fodder in a year of drought may be secured. It is necessary, therefore, to consider in what form, system and continuity can be most advantageously established; and it is on this point that the Government of India is mainly desirous of obtaining the advice and co-operation of Local Governments.

The general outlines of the scheme which commends itself to the Government of India as most likely to secure the desired results, and which from enquiries already made appears likely to meet with the most general acceptance, will be briefly described in the following paragraphs.

8. The general control and administration of the measures with which this Resolution is concerned should, in the opinion of the Government of India, be primarily in the hands of the local officers, *viz.*, the Commissioner, the District Officer and his subordinates in charge of sub-divisions. The official channel through which the Local Government would communicate with the divisional and district officers would be the Agricultural Department which would be responsible for providing the Government with advice and information, and for maintaining continuous action. The actual management of the lands set apart for the supply of fodder and fuel would be placed in the hands of Forest officials, who alone can be expected to establish and maintain without interruption a scientific system of treatment.

9. In order to satisfy the above conditions, it would be necessary, in each district or division in which operations are likely to be sufficiently extensive to require scientific management, that an officer of the Forest Department should, when financial circumstances admit of this being done, be placed under the orders of the district or divisional officer. He would work entirely under the orders of the Civil Officer, who would, however, refer questions of a professional or technical character for the advice of the chief Forest Officer of the Province or Circle. In many districts the necessary staff exists already, but in others new posts will have to be created.

It must not, however, be expected that arrangements can be made, financially or otherwise, under which every district or division can in every part of the Upper Provinces in which the measure would be useful, be supplied with a

separate Forest Officer for the work contemplated. It would, indeed, be extremely unwise to enter upon any expensive organisation until much more experience and information has been acquired. It is only, therefore, for those regions in which grazing lands are disappearing at a rapid rate, or in which history has shown that drought causes extensive destruction of cattle, that any application for the services of special officials could at present be entertained. It will probably be considered sufficient if at first a Forest official is attached as assistant to the Commissioner in one or two of the divisions in each province in which protection is most required.

10. In the meanwhile the serious duty will devolve upon the district officers of ascertaining how far the cattle need protection, and the extent of land, whether the property of Government or purchasable from land-owners at a reasonable price, which can be made available for Fuel and Fodder Reserves. For this purpose an analysis of every district should be made by the local officials which will show its need for protection against drought, and the extent to which land is available for Fuel and Fodder Reserves. They may also be directed to enquire how land can be most advantageously secured for the required purposes in districts where a sufficient quantity of Government land is not available, how far the landholders themselves or Local Boards will be able to co-operate with the Government in the matter, and at what cost suitable areas can be procured.

11. The Agricultural Department will probably at present be most usefully employed in ascertaining by actual experiment, and in consultation with the Forest Department, what are the best means of bringing waste lands into a condition in which they can most economically provide a supply of fodder in a year of drought, and in what way they can in ordinary years be most profitably employed. The Department would also superintend, in correspondence with Commissioners, the analysis required by the preceding paragraph, and would review for the Local Governments the reports received from each Division. The same Department may also ascertain whether any system of stacking hay or storing fodder can be established, or whether it may not be useful to close grazing reserves for a portion of the year, especially when other fodder, such as the stubble of newly-reaped crops, is available. For if grass reserves are only thrown open when no other food is available, the grass will have the requisite opportunity to make head, and will thus provide a much more ample supply of fodder than if exposed continually to desultory grazing. Enquiries of this kind will fall within the scope of the Agricultural Department.

12. This Resolution is not the place in which the treatment of land required for conversion into Fuel and Fodder Reserves can be considered in any detail. But the opportunity may be taken to give expression to the opinion of the Government of India that little real good can be effected unless the reserves are, at any rate for some years, brought under the control of Government, and systematically protected against the invasion of goats, cattle, and fire. It appears to be a matter susceptible of proof that a protected area will, besides giving security in a year of drought, afford over a certain number of years a considerably larger amount of fodder than an unprotected area of equal extent. It seems probable that the difference is sufficiently great to admit of a hope that Fuel and Fodder Reserves can, in a large number of instances, be made financially successful. The importance of this view deserves some further examination of the question. The following illustrations may therefore be adduced in support of the view which has now been brought forward. In his Administration Report for 1879-80 the Inspector General of Forests shows in the following words the results of protecting grazing land :—

"In all except the most arid tracts, or where denudation has been complete and of long standing, mere protection, aided by sowing and planting in suitable places, has the effect of gradually clothing the ground with trees and shrubs. What happens is this :—the old stumps and roots in the ground produce shoots ; seeds which have been lying in the soil, and seeds brought by the wind, germinate ; the shoots and seedlings which without protection would have been destroyed by the fire or eaten by the cattle, grow up ; and wherever there are sufficient

remains of the old forest growth in the ground, the result is most remarkable. The difficulty consists in this—that new reserves must be formed, and that, during the first few years, this unavoidably entails some restrictions in the matter of grazing. At first the protection of the areas selected must be absolute, and the people in the vicinity can neither be permitted to burn the grass, nor graze their cattle in these areas. But the grass which grows up abundantly can be cut, and thus furnishes abundant cattle fodder until the forest is sufficiently advanced to admit of grazing.”

13. In Ajmir the results of enclosing areas, hitherto barren, with the object of securing fodder for cattle in times of drought, are already remarkable:

“After five years’ conservation there is much in these forest reserves to encourage us; the appearance of the hills and country-side in these tracts is quite altered. The people even have begun to recognise the advantage to be obtained by the experiment we have introduced. We have been blessed with another year of plentiful rainfall; the undergrowth has become in places in Merwara nearly impenetrable, and in the ravines and valleys I have been surprised to see the number of fine young trees springing up. Our great enemy now is fire”—*Ajmir Forest Report, 1879-80.*

Grazing is strictly prohibited, but the villagers are allowed to cut and carry of the grass on pack animals. The cash receipts are at present small, but the benefits which the people indirectly enjoy from these reserves are very considerable.

14. Again, in the North-Western Provinces, various experiments have, for three years, been conducted by the Agricultural Department, with the view of reclaiming *usar* or *reh* land, i.e., land rendered more or less unculturable by the excess of salts in the soil. It has been found that the simple expedient of enclosure is more efficacious than any other operation. The natural grasses which, so long as the land is accessible to cattle and goats, are nibbled down as fast as the young shoots appear, spread in the enclosed areas at a rapid rate over the worst land. After two years, experimental cuttings gave a result of 20 maunds of good hay per acre—an outturn which on a square mile would suffice to feed 1,000 cattle for three months, exclusive of the bushes and trees which, there is good reason to believe, can be grown when once the grass is well established.

15. The terrible devastation caused on unprotected land by sheep, and the impossibility of recovering forest and undergrowth once lost so long as the land is exposed to the grazing of sheep, is forcibly brought out in a late report by M. Boppe, Inspector of French Forests, on the forests of Scotland, from which extracts are quoted in Appendix D. His remarks on the greater value of land for purposes of grazing after enclosure are, in connection with the suggestions made in paragraphs 11 to 13 of this Resolution, especially deserving of notice. The present barren condition of the greater part of the waste lands of Scotland is attributed by M. Boppe almost entirely to one animal—the sheep. There is very strong ground for believing that the goat, which may be said to take the place of the sheep in India, has been the one chief cause of the present bareness of large tracts of country in Northern India.

Extensive areas now bare are known to have been once covered with a rich growth, if not of forest still of scrub and grass that would, if not destroyed, have formed a rich pasturage; animals may not have been the original cause of the disappearance of the vegetation, but they have been the constant cause which prevents renewed growth. No more striking instance, indeed, of the effect of the natural recovery which ensues when goats and cattle are excluded can be found than in a comparison between those hills in Ajmere which have for four years only been enclosed, and those which have remained open to goats and cattle during the same term. The first are covered with an almost impenetrable thicket chiefly composed of shoots edible by cattle. The second are practically devoid of all vegetation, and appear to be mere heaps of rock and stone.

16. If the conclusions indicated by the facts and arguments adduced in the preceding paragraphs can be accepted, the objection which has not unfrequently

been brought forward to the occupation of grazing lands on the score of the inconvenience suffered by the adjacent population in being deprived of their cattle pasture is greatly diminished. The occupation is only temporary. The inconvenience which is temporarily occasioned to the agricultural population is due to their own action in diminishing the efficiency of their grazing lands by an improper use of them. The Government proposes to do no more than restore, and, if possible, to increase, the efficiency which has been lost. The measure contemplated will, it is believed, result in a future supply of fodder which will be far larger and far more certain than that of which the owners of the cattle have been deprived. In this view it may be even found desirable to attach for conversion into fuel and fodder reserves, land which has been broken up under the plough, but which as fodder reserves would be more profitable in preserving cattle from starvation, than in growing crops which are subject to failure in a year of drought.

ORDER.—Ordered, that the above Resolution be communicated to the Local Governments and Administrations noted in the margin, with a request that the Government of India may be furnished with their views and opinions.

Government of the North-Western Provinces and Oudh.
Punjab.
Chief Commissioner of the Central Provinces.
Secretary for Berar to the Resident at Hyderabad.

Governments and Administrations noted in the margin, with a request that the Gov-

Ordered also, that copies be forwarded to the Local Governments and Administrations noted in the margin, and to the Home Department for information.

Government of Madras.
Bombay.
Bengal.
Chief Commissioner of British Burma.

Chief Commissioner of Assam.
Ajmere.
Coorg.

ministrations noted in the margin, and to the Home Department for information.

Ordered also, that a copy be published in the Supplement to the *Gazette of India*.

APPENDIX A.

Extract from the Famine Commission's Report, Part II, Chapter VI, Section 2, paragraphs 8 to 10, page 179.

8. There is a chapter of the Forest Act purporting to promote the formation of village forests by the assignment of small forest areas to the use and management of village communities. Such areas have been assigned in most parts of India where forests exist, a portion sufficient for the wants of the people being always marked off and assigned to the villages before the superfluous area was taken up as a Government reserve; but we have not learnt that much has been done in the direction of managing or conserving these tracts, and it is probable that the measure is not easily applicable to localities distant from the existing forest tracts. In the Hazara district of the Punjab the village forests are managed, under the control of Government, in the interest of the people to whom they belong, and are open to the villages concerned for the supply of their requirements. In the Kolar district of Mysore an arrangement has been made voluntarily by the ryots, with the encouragement and assistance of the district officer, under which considerable areas of poor land within the limits of villages have been set apart as forest land, to be managed by the patels and village community under simple rules of conservancy, the villagers planting them with trees, and the village servants protecting them from mischief, while the people of the village are allowed in return to take brushwood and timber, and to pasture their cattle within them. In Madras also a somewhat analogous system has been established since 1859, when the Jungle Conservancy Fund was instituted for similar objects, and has subsequently been brought into operation in all districts. On the other hand, in the Central Provinces, where extensive tracts were at the time of settlement assigned as village forests for the benefit of the agricultural communities, it is stated that the proprietors have so far misused their position as to keep these tracts for their private profit, by selling the produce and forcing their tenants to resort exclusively to the Government-protected forests for such timber and fuel as they require. This is in direct violation of their engagements, by which the proprietors are bound to allow their cultivators to take from these forests without charge all wood required for agricultural purposes, and to permit them to graze their cattle in them without payment.

Village forests.

Importance of extending the system of village forests.

9. We have evidence from all parts of India that the mischievous practice of indefinite trespass on the public forests has sprung up from short-sighted eagerness for immediate profit and ignorance of the conditions under which alone the reproduction of forests is possible; and the public interest evidently requires that any reasonable privilege of this kind, which it would be harsh to abolish, should be enjoyed only within defined limits and under salutary rules. Village communities may thus be brought to avail themselves of forest produce in a manner consistent with its reproduction, and not with a license recklessly destructive of the public property, and we think it probable that some of the least productive tracts now under the plough might be managed with greater benefit to the community as protected forest for village uses than as arable land.

General objects to be arrived at.

10. So far any immediate advantage is to be sought from the extension of forest in respect to protection against drought, it will, in our opinion, be mainly in the direction of the judicious enclosure and protection of tracts such as have just been alluded to, from which improved and more certain pasture may be secured for the cattle of the vicinity, a supply of firewood secured which may lead to a more general utilisation of animal manure for agriculture and a possible addition made to the power of the subsoil to retain its moisture, and to the prospect of maintaining the supply of water in the wells. In all cases existing communal rights of pasturage should receive careful attention, and, as far as possible, efforts should be made to extend facilities of this description, and to add to their value by a suitable system of protection. As to the protection of the higher hill slopes from denudation, it may confidently be stated that they will, in any case, be more useful if kept clothed with wood than subjected to the wasteful and destructive process by which they are brought under partial and temporary cultivation, and that, whether the expectation of an improved water-supply as a consequence of such protection is fully realised or not, there is on other grounds sufficient reason for arranging for the conservation of such tracts where it is practicable.

Extract from Review of the Forest Administration in the several Provinces under the Government of India for the year 1880-81 by the Officiating Inspector General of Forests to the Government of India.

Fodder and Fuel Reserves.—The establishment of combined fodder and fuel reserves was referred to in last year's review, and a good trade in advance has been made during the last 12 months.

In addition to the Ajmere and Merwara reserves mentioned in last year's review, a fodder and fuel reserve has been established near Amraoti. In the North-Western Provinces a scheme is under discussion for taking up 106 square miles of usar (saline) land, with the view of transforming the several blocks into grass and fuel reserves. Experiments in this direction were commenced some two years ago by the Agricultural Department of the Province, but it is now proposed that the Forest Department shall take over the work.

The Government of Madras, it is believed, has this subject now under consideration, and salutary measures are likely to be adopted shortly.

The Punjab possesses some 15,000 square miles of so-called Rakh lands scattered over the various districts. Only a small portion of this area has as yet been definitely set aside for the supply of fodder and fuel, but it is hoped that the work will be rapidly advanced now, by deciding what areas are to be maintained permanently for fodder and fuel and what parts shall be thrown open for the extension of cultivation. The system of district forest officers will, in the Punjab more than anywhere else, facilitate the solution of the questions involved, and the sooner it is introduced into that Province the better.

Generally speaking, the establishment of fodder and fuel reserves is of the utmost importance in the dry districts of the North-Western, Central, and Southern India, and the subject cannot be pressed too strongly upon the attention of Local Governments, whose duty it is to prevent or reduce the mortality of cattle during years of famine, apart from the fact that the increase in the supply of fuel must ultimately restore manure to its legitimate use, instead of its being burned, as at present, over large stretches of country.

APPENDIX B.

Chapter VIII, Page 26, "The more deadly forms of cattle disease in India," Manual by Mr. J. H. B. HALLÉN, 1871.

HOVEN.

"It is a common disease among cattle, and results from irregular feeding, such as eating of food to which the animal has been previously unaccustomed. After the first shower of the early rains, when succulent shoots spring up, cattle, which have been starved for weeks, are apt to overfeed themselves and become attacked with Hoven. Several animals of a herd may thus be seized, and the affection may almost appear epizootic or plague-like."

APPENDIX C.

BENGAL.

Extract from Report on the Forests of Khurda, Orissa, by J. S. GAMBLE, Esq., Officiating Conservator of Forests, for the year 1881-82, page 12, paragraphs 44, 45 and 46.

Grazing.—The present unsatisfactory state of the Khurda forests, specially on the level lands near the villages, is principally due to unrestrained and indiscriminate grazing. No charge for grazing has been as yet made either for cattle belonging to ryots of the estate or to cattle from outside. Every village possesses a certain amount of cattle, partly bullocks used for cultivation and carts and for the production of manure, partly buffaloes used for carting and to provide milk and ghee, and the forest officers estimate the total number of head of cattle at present grazing in the Khurda forests at not less than 50,000 belonging to ryots and 12,000 to 15,000 belonging to outsiders. The damage done by this large number of cattle is very great, and any measures taken with the object of regenerating or improving the crop of forest, must be taken with especial consideration of the necessity for the restriction of grazing on these areas.

As already explained, the condition of the Khurda forests is for the most part that of scrub jungle cut and hacked and browsed over indiscriminately. In some parts scarcely a tree, seedling or shoot, shows itself above ground, but it is eaten down, and in this way proper reproduction is almost impossible; and when it is considered that the lands near the villages are exposed both to continual cutting for firewood and to constant grazing, it is easy to understand that, without some strong measures, the condition of these lands is not likely to improve. Perhaps the most destructive enemies in the way of grazing are the herds of goats which, especially in zillahs Kohori and Banpur, have rendered parts of the country almost bare, with the exception of a few round thorny masses of twigs. These goats are the property of goat-herds from the Ganjam District of Madras, who have settled themselves in Khurda and have done a great amount of damage by travelling from mouzah to mouzah and eating off the jungles. When the scrub available in one mouzah is exhausted they proceed to another, at the same time abandoning any cultivation they may have had. It does not appear to me that any harm would be done by the exclusion, at any rate for a considerable period, of these herds of goats which are really more damaging than even the buffaloes of the estate. Next to goats these latter are the most destructive, for besides what they devour, they do considerable damage by trampling or knocking down saplings. The question of the closing of areas against grazing and the means to be taken to exclude foreign cattle will be subsequently treated of."

Extract from Appendix A to the above Report, by W. C. TAYLOR, Esq., Deputy Collector, on the Khurda Sub-Division for the year 1872-73.

The amount of cultivation in Panchgarh was also a surprise to me. I found every beegah of culturable land cultivated up to the foot of the hills. The country is covered with granite and gneiss rocks, mostly quite bare of jungle, and the people are already in distress for firewood, both in Panchgarh and Kuspala; the preservation of the jungles has not been commenced a day too soon.

The soil is all the old undulating alluvium with ghooting lime in large quantities; of grazing ground for the cattle there is none left; and I left strict orders to stop part of the *toila* or dry cultivation at the base of the hills, so as to allow grazing room for cattle. The ryots all complained bitterly of want of grazing ground and of the destruction of the jungles, although it is they who have recklessly cut down or rooted up everything. There is a little jungle on the boundary between Patboudh and Khandhara, with a good many *sāl* saplings, and this is the land that the ryots of Khurda and Khandhara were fighting about. The Commissioner has awarded the tract to Khurda, and with a little judicious management, and preserving tracts of hill and jungle here and there, the supply of firewood and bamboos will in a few years be sufficient for the wants of the people, and the *sāl* preserves will be of great value, but unless the country is looked after, very great distress will be caused by the reckless destruction of jungle made by ryots who are not restrained. There is still plenty of large jungle on the hills at the tri-junction of Ranapur, Nyagarh and Khurda, but these jungles being at some distance from the principal villages, the ryots are too lazy to go far for their wood, and continue to root up every stick they can find close to their houses. I have made two *sāl* preserves in Panchgarh and one in Maibandh, and one in Kuspala, and the result even of two or three years' preservation is wonderful.

The trees, though apparently saplings, are sprouts from the roots of old forest trees and grow much faster than saplings would grow.

NORTH-WESTERN PROVINCES AND OUDH.

Extract from the Revenue Administration Report for 1877-78, Chapter I, Section IV, paragraph 8.

There were, as might have been expected in a year of drought, few outbreaks of any specific disease among cattle during the year. But they suffered from the scarcity of fodder

consequent on the drought, and the loss of valuable farming stock during 1877-78 must in many districts have been enormous. When all hope of rain had been abandoned in September, cattle were sold and slaughtered for the mere value of the hides. No attempt has been made to compute the number of animals that perished or were consigned to the shambles.

Extract from the Report on the Revenue Administration for 1880-81, Chapter I, Section IV, paragraph 19.

PARAGRAPH 19.—The usual forms of cattle disease were more or less prevalent, but there was no serious outbreak, except in the Allahabad and Jhansi Divisions.

The extensive failure of the fodder supply predisposed the cattle to disease, added to which there was a deficient supply of wholesome water for drinking purposes. The Collector of Bundab writes:—"In reality the cattle died as much from starvation and bad food as from any actual disease. The failure of the rains caused failure of all fodder, and in December the cattle were being fed on chopped leaves mixed with a little *bhusa*. In many villages the wells dried up, and there was not enough water for both men and beasts. The cattle therefore got insufficient water or the shallow foulness of a half dry pool."

The Commissioner of Jhansi writes as follows:—"Cattle disease was very prevalent in Lalitpur, where the large number of 27,900 head of cattle are reported to have died. The stock of the district, however, is very large, and of this number some 12,000 are reported to have died of old age, &c. It was bad also in Jalaun, where the deaths are estimated at over 9,000 head. I fear this is an under-estimate. A great part of the district was utterly without fodder for the cattle. I saw large herds of starving beasts, great numbers of whom must have succumbed before the rains produced wholesome pasturage. *Bhusa* was selling at three times the ordinary price, and it was only well-to-do people who could afford to buy it.

"Luckily the drought seemed to suit some of the bushes that flourish in ravines, and on these and the leaves of trees cattle dragged on a wretched existence. At the beginning of the drought many people drove their cattle off to Chikhari and other places where fodder was to be had, and so saved their lives; but I fear the loss from starvation was very considerable and will be long left. In Jhansi disease only prevailed in one pargana, but where it did prevail proved very fatal. It seems to be useless to attempt to introduce the European mode of treatment. Segregation is impossible for people who as a rule have but one cattle-shed and like their beasts to be so near them at night that they can hear their slightest movement and prevent the ever-dreaded cattle thief."

The following extract from the Allahabad report describes the state of things in that division:—"In the two Bundelkhand districts disease among cattle was especially rife. Elsewhere the mortality from this cause was not so great as had been anticipated from the extensive failure of the fodder supply.

"From the other districts, Jaunpur excepted, large numbers of cattle were taken for pasturage to the forest tracts in Banda, and although the deficiency in food was thus to a certain extent met, the want of water, owing to the wells having dried up, gave rise to great difficulties and tended to the spread of disease. The mortality in the Hamirpur district was very great, amounting, it is believed, in two parganas to one-half of the entire stock. Everywhere disease was engendered and aggravated by the want of green grass and other nutritious food, added to which there was a deficient supply of wholesome water for drinking purposes.

"The people as usual resorted to the leaves of trees, and to such an extent that in some portions of the Allahabad District, all available trees were stripped of their leaves.

"Remedial measures, such as the segregation of infected cattle, were suggested to the people, and in some instances insisted on. But, as a rule, the people were indifferent to the adoption of such precautionary means, and in a year like the one under report, when the failure of fodder was on so extensive a scale, it was almost impossible to secure the isolation of diseased cattle and to provide for their being properly treated. The heavy mortality in the Banda District may be accounted for by the presence of a large number of cattle from surrounding districts. Altogether, the past year has been a very trying one to cattle."

There is no need to multiply these extracts, all of which tell precisely the same story. It is useless to prescribe green food when none is to be had, or to advise segregation when it cannot be carried out. The people, too, generally look on these outbreaks as the visitation of God, and trust much more to "puja" and the priests' incantations than to anything else. One point the Board desire me to notice. The Collector of Banda writes that in the Karwi sub-division the Government forests provided pasture-grounds for many cattle who might otherwise have succumbed. The possibility of doing more in this direction with a view to providing pasturage in seasons of severe drought is a question which deserves consideration.

Extract from a Note by MR. WILLIAM CROOKE, Manager of the Awa Estate under the Court of Wards, dated the 22nd November 1881.

The condition of the cattle during the hot weather, until the rains produce a scanty crop of grass in the usar plains and barren land, is miserable in the extreme. Numbers die

every year of sheer starvation, and numbers from disease induced by indigestible fodder. Last year (1880) nearly every acacia tree in this part of the country was stripped for fodder, and I have even seen the people chopping up green branches an inch thick, and feeding cattle on them for the sake of the scanty sap and bark.

The state of things which I have described above is that of ordinary years, and the want of fodder is, of course, greatly aggravated in years of famine. Large herds of cattle are kept on the Jumna ravines and in the grass lands at the other side of the river. When the supply fails there, in season of drought, enormous herds of cattle are driven into the Duab, and the want of fodder is thus intensified. In the famine of 1877-78 thousands of these cattle died in Agra and Etah Districts.

PUNJAB.

Revenue Administration Report for 1877-78. Extracts from the Lieutenant-Governor's Review thereof.

3. In the Punjab, where the number of cattle maintained is very large, specially in the grazing districts—Cis-Sutlej and the Bari districts north of the Ravi—the failure of grass produces effects almost as calamitous as scarcity of food-grains used by men.

35. As has before been noted, the failure of grass caused very great mortality among cattle, and disease was unusually prevalent.

In the Jhelum District, the loss from drought was estimated at from one-quarter to one-half the total number of cattle. From Umballa it was reported that almost two-thirds of the cattle died, though it is difficult to believe that this statement is not an exaggeration. In the Hissar and Delhi Divisions the loss was also great, and it was estimated that nearly half a million of cattle died. It will be some years, even under the influence of favourable seasons, before the country recovers from this serious diminution of agricultural wealth.

The Revenue Administration Report of 1878-79 at page 18 mentions that the quinquennial statement, comprising the period from 1868-69 to 1873-74, exhibits a decrease of 448,795 in the number of cows and bullocks in the Punjab, and an increase of 56,591 in the number of ploughs.—“The increase in ploughs is, however, naturally progressive, being the result of extended cultivation, while cattle are subject to extraordinary diminution in specially bad years.”

Revenue Administration Report for 1879-80.

Page 22.—“The cattle disease and deficiency of pasture of the last few years seem to have had a marked effect on the stock of the country.”

Extract from a Report on the revised Land Revenue Settlement of the Rohtak district, 1873—1879 (pages 76-77.)

“The extensive breaking-up of land which has taken place since 1840 has greatly restricted the grazing grounds of the villages; the present fodder supply grown in the fields is not much more than sufficient for the yearly consumption of the cattle, and leaves but a small margin out of which to provide for against seasons of drought; and in many canal estates difficulty is already being experienced on this score. But few decent-sized stretches of village jungle now exist anywhere. It is most important that these should not be reduced any further now, and that the remaining village jungle lands should be protected.”

Extract from a Note by Settlement Officer, Gurgaon district, dated December 1882.

“Before the famine of 1877-78, it was estimated that there were in the district nearly 140,000 plough cattle. At the very lowest estimate 40,000 of these must have disappeared in that year, and the bad years that followed.”

BERAR.

Letter from the Resident at Hyderabad to the Deputy Commissioner of Ellichpur (Berar), quoted in the Review of the Inspector General of Forests on the Forest Administration in the several Provinces of India during 1880-81 (page 11).

The Officiating Resident desires to acknowledge the ready and liberal spirit in which the Conservator of Forests and Forest Officers generally responded to applications made to them by civil officers during the anxious months of July and August, when the rains having failed, the people were in difficulties about fodder for the cattle.

BRITISH BURMA.

Extract from letter No. 143-B—9 (Settlement), dated 22nd December 1880, from the Chief Commissioner, British Burma.

33. The need of cattle grazing reserves has been already recognised by the Government.

The cost of cultivation is enormously augmented by the death, annually, of large numbers of plough buffaloes and bullocks. The people for the most part take little care of their animals after ploughing and harvest are over. Hard work is exacted from them; and then they are left to shift for themselves as best they can. Frequently they lack both shelter and water. The settlement officers have been instructed to allot grazing reserves in *kwins*, where all the available land has not yet been taken up for cultivation, and to protect the reserves from encroachment by suitable demarcation and by record in the settlement papers. The Chief Commissioner hopes to be able to report good progress in this important matter next year.

Extract from letter No. 5517, dated 13th April 1881, from the Chief Commissioner, British Burma, paragraph 2.

2. It is essential also that the trees and undergrowth on grazing grounds be protected from injury and destruction. Unless this is done under a rule having the force of law, many of the grazing grounds will in a few years be laid bare, and the tracts will be practically useless for the purposes originally intended. Recent reports received by the Chief Commissioner especially bring to notice the encroachments and the serious destruction of 'jungle' upon grazing grounds in the Hanthawaddy district of the Pegu Division. There can be little doubt but that similar destructive process is or hereafter will be in operation on other grazing grounds. It will be observed that the Chief Commissioner proposes to prohibit the removal of grass from grazing grounds during the months of December to May inclusive.

This period comprises the dry season, when grass is comparatively scarce, and when it is gathered and conveyed to large towns for sale. It is necessary that such grass should be left on the grazing grounds for the use of cattle driven thereupon. In the rainy season, when cattle are busy in the fields, villagers must be allowed to cut or remove grass from grazing grounds, and during that season grass will reproduce itself promptly enough.

APPENDIX D.

Report on a visit to the English and Scotch forests by the Professors and Students from Nancy Forest School, by M. BOPPE, Inspector of French Forests.

The total area of Scotland is about 20,000,000 acres, hardly one-quarter of which may be reckoned as arable, forest or pasture land, the remainder being occupied by the lakes, rivers, peat-mosses, moorlands, bare rocks, and mountains. It is surprising then to find that against such a vast area of uncultivated ground, only 734,490 acres, according to the official returns of 1872, are classed as woodlands.

There is every reason to suppose that, at a remote period, both the highlands and lowlands of Scotland were covered by dense forests, which were successively destroyed by the fire and steel of conquerors and during the anarchy existing under the old feudal system, as well as by the fearful storms which at almost regular intervals sweep over certain districts. So complete, indeed, was this devastation, that, in 1707, all that remained of the grand old Caledonian forests were a few shreds, and those in a most deplorable condition.

From the union of the two kingdoms dates a period of political calm, during which, time and the marvellous timber-producing properties of the soil and climate would have done much to repair the ruin, had not the sheep, arch-enemy of all forest vegetation, been allowed to retain his footing in the forests.

The noblemen and great landed proprietors of Scotland at last felt the necessity of doing something to restore the parks and woodlands in the immediate vicinity of their mansions, and by the introduction of plantations to vary the sombre monotony of the boundless heather. It was also necessary on these bare moors, where grazing and shooting form the main sources of revenue, to furnish shelter for the cattle, sheep, and deer. Their example was soon followed by the smaller proprietors, and, under the wise patronage of the "Select Society" of Edinburgh founded in 1754, the area of forest land augmented rapidly, so that in 1812 Scotland possessed, besides 500,000 acres of natural forest, about 400,000 acres of plantations.

The year 1815 marks a pause in the work of replanting which had been so vigorously begun. We do not pretend to enter here into the various causes which led to this economical phenomenon, but it is certain that the laws of 1686, on the constitution of landed properties in Scotland, exercised a baneful influence on the rational cultivation of the soil. The Scottish Parliament in vain sought to counteract the Draconian regulations of these laws, the principal effect of which was to cause the proprietors to look on themselves as only life-tenants of the entailed estates, and consequently to take but a very slight interest in the improvement of the soil and the augmentation of its pecuniary value.

From the moment the planting ceased the area of woodland diminished, and necessarily so, for in any forest where sheep have free entrance, the removal of a tree, whether by the axe of the woodcutter or by the violence of the wind, causes an empty space which can only be refilled by resorting to artificial means. It is thus that the returns of 1872, as compared with those of 1812, show a diminution of some 200,000 acres in the area of forest land in Scotland. Whether it was a portion of the old natural forests, or the newly-planted ones that had disappeared during this period of 60 years, the documents extant do not show. There is, however, good reason to suppose that both suffered equally in this respect. For, on the one hand, the

construction of the Highland Railway necessitated the employment of a large number of sleepers, which could be procured from the woods of from 50 to 80 years of age, along the line of route; and, on the other hand, the increased facilities of transport, and the scarcity of wood in England, gave an unexpected value to certain tracts covered with birch, and so tempted many of the proprietors to cut down the old forests composed of this species.

In 1870, the work of replanting seems to have recommenced with increased ardour, and on all sides may be seen young plantations vigorously striving to fill up the gap which separates them from those of half a century's standing.

* * * * *

As foresters of the Continental school, accustomed to live among forests regularly managed and having for their sole object the production of timber, we had no little difficulty in understanding the widely different motives which actuate forest cultivation in this country. Everywhere we found the forests fenced in on all sides with walls and hedges; and, as a matter of fact, the forester or agent generally carries the keys of the gates in his pocket. We learnt that these costly enclosures were erected, not for the purpose of keeping out the cattle and deer, as in the Jura, but for the purpose of keeping them in; it appeared to us like shutting up the wolf in the sheep-fold.

We were also struck by the monotonous regularity in the height and age of the trees, unmistakeable sign of their artificial origin and want of methodical management. The forest, here left to its own devices, continues growing just as the hand of man has planted it; the undergrowth is constantly grazed down by the sheep and cattle, and nature, in spite of the immense resources at her disposal, is quite powerless to modify the work of the planter, or repair the errors committed by woodcutters.

When, under such circumstances, the time arrives for the trees to be cut down, or should they be uprooted by a hurricane, the forest disappears in its entirety, owing to the total want of young growth which is necessary as a link between the old forest and the new one which ought to be created. Such, at least, appears to us to be the case in all the forests that we visited in the valley of the Tay and its tributaries, and further north, near the foot of Cairngorm.

Not far from a mansion to which are attached some of the pleasantest recollections of our tour, we saw the remains of a noble forest, which some 20 years ago had been cut down and converted into railway sleepers. The sight of the huge stumps, blackened by time with their gnarled roots twisting themselves over the ground, gave us the idea of some vast charnel-house. This scene of utter ruin was indeed a sad spectacle, though the present proprietor is doing his best to again cover his estate with timber; with a better system he might have been spared both time and expense. It is easy in Scotland to perpetuate a forest by natural means, and of this a practical proof was given us in two forests which we visited; the one near Grantown, in Strathpey, the other at Beaulv. In these the results obtained under the skilful and intelligent direction of the gentlemen who manage these forests for their employers form a striking example of what may be done in the way of reproducing forests by natural means. In fact, nothing had been neglected which even the most critical forester could desire; the gradation of age was here complete, and the reservation of especially vigorous trees, of known pedigree, duly carried out.

The *modus operandi* here pursued consists simply in the exclusion of the sheep and deer, in the judicious thinning out of the growing crop, and in the removal of the mature seed-bearing trees, by successive fellings, as the young forest grows up and acquires more vigour.

Nevertheless, we would not have it be supposed that the sheep need be absolutely debarred from all grazing in the forest; it is only in those portions where the undergrowth is very young that the damage caused is irreparable. We feel convinced that if, every year, certain portions of the forest best capable of supporting it were marked out for grazing, the quality of the pasture would be greatly improved, and the heather would quickly disappear under the cover.

It is an established fact, beyond all contradiction, that on any soil, whatever its geological origin, a complete covering of forest vegetation will kill the heather as soon as the trees reach the age of between 30 and 40 years. Suppose then that 120 years be the term fixed for the existence of the trees in any portion of the forest, and that the trees of 100 years of age and over are reserved, there would still be one-half of the forest always open to the sheep, and the other closed. But, at the same time, it is certain that this open half, owing to its superior quality, will furnish pasturage for at least twice as many head of cattle or sheep as the same quantity of moorland.

Although, under ordinary conditions, the generation of a forest will be sufficiently assured by the exercise of a discreet control over the grazing, something more than this must be done if it is desired to turn the land to the best possible account. It is therefore a matter of regret that nothing has yet been done to place forest management in Scotland on a sound economic basis.

The productive powers of the soil and of the climate have been made use of by able and intelligent planters, who have thereby enabled nature herself to accumulate a considerable store of timber; but all this wealth is exposed to the carelessness of some and to the ignorance of others, until the hand of a forester manages it properly and places it on the only sound economic principle of all agricultural and forest property,—a constant annual revenue and a constant improvement in production.

GOVERNMENT OF INDIA.
PUBLIC WORKS DEPARTMENT.
RAILWAY TRAFFIC.

No. I of 1883.

APPROXIMATE STATEMENT OF GROSS RECEIPTS AND EXPENSES OF INDIAN RAILWAYS.

Latest return received.	Railways.	Total length open.	RECEIPTS FOR 14 DAYS OF JANUARY 1882.		Total length open.	RECEIPTS FOR 13 DAYS OF JANUARY 1883.		TOTAL RECEIPTS FROM 1ST APRIL 1880 TO 14TH JANUARY 1882.		TOTAL RECEIPTS FROM 1ST APRIL 1882 TO 13TH JANUARY 1883.		Total Increase in 1882-83.	Total Decrease in 1882-83.
			Total.	Per mile open.		Total.	Per mile open.	Total.	Per mile open per week.	Total.	Per mile open per week.		
20th Jan. 1883	<i>Guaranteed.</i>												
	Eastern Bengal .	172	R 1,36,408	R 793	193	R 1,56,942	R 813	R 43,56,137	R 613	R 47,40,274	R 662	R 3,84,137	R ...
20th ditto	Oudh and Rohilkhand	547	2,63,992	483	547	1,66,142	304	39,80,007	176	38,89,760	172	...	90,247
13th ditto	Sind, Punjab & Delhi .	676	3,82,978	567	676	3,68,725	545	74,37,353	266	77,82,547	279	3,45,194	...
13th ditto	Madras	859	2,39,675	279	861	2,24,047	260	49,53,131	139	53,97,076	152	4,43,945	...
18th ditto	South Indian	655	1,26,646	193	655	1,15,359	176	29,76,251	110	30,35,130	112	58,879	...
20th ditto	Great Indian Peninsula	1,447	16,35,175	1,130	1,458	12,92,328	886	2,56,07,933	428	2,54,06,982	424	...	2,00,951
20th ditto	Bombay, Baroda and Central India	444	3,73,107	840	461	3,79,263	823	73,69,425	403	77,27,455	407	3,38,080	...
	TOTAL	4,799	31,57,981	658	4,851	27,02,806	557	5,67,00,237	286	5,79,79,224	291	12,78,937	...
20th Jan. 1883	<i>State.</i>												
	East Indian	1,504	23,27,929	1,549	1,507	16,35,162	1,087	3,55,86,779	573	3,50,92,051	566	...	4,94,728
20th ditto	Calcutta and South-Eastern	28	5,276	188	43	6,786	158	1,16,744	101	1,68,498	120	51,754	...
20th ditto	Nalhati	27	2,795	104	27	2,499	93	51,530	46	54,595	49	3,065	...
20th ditto	Northern Bengal . . .	233	67,747	291	230	71,046	309	14,98,370	155	17,10,789	181	2,22,419	...
20th ditto	Tirhoot	65	20,980	247	85	23,349	275	4,48,514	127	5,12,438	163	69,924	...
	Patna-Gya	57	19,721	346	...	...	...	3,97,031	169	(a)	...	...	...
18th ditto	Muttra-Bathura . . .	29	3,865	133	29	3,011	135	1,04,228	87	98,697	83	...	5,531
13th ditto	Cawnpore-Furrakhabad	87	23,089	265	87	13,342	153	2,50,748	99	2,64,787	74	14,039	...
20th ditto	Dildarnagar-Ghaziपुर	12	1,811	151	12	1,943	162	31,223	63	35,534	71	4,311	...
13th ditto	Rajputana-Malwa . . .	1,117	4,42,327	396	1,116	4,02,007	360	72,97,211	158	81,00,950	176	8,03,739	...
18th ditto	Wardha Coal	45	22,584	502	45	28,467	633	3,90,526	210	4,45,005	240	54,479	...
13th ditto	Nagpur & Chhattisgarh	98	21,653	221	149	52,562	353	2,37,014	95	4,56,573	109	2,19,559	...
20th ditto	Rangoon and Irrawaddy Valley	161	45,303	281	161	42,308	263	10,47,126	158	10,88,861	163	36,735	...
20th ditto	Sindia	75	18,115	242	75	11,036	148	2,47,084	79	2,46,521	79	...	563
13th ditto	Punjab Northern . . .	363	1,22,927	339	419	96,382	230	23,60,961	158	23,22,846	139	...	38,116
13th ditto	Indus Valley and Kandahar	660	1,45,436	220	650	1,64,691	253	40,20,489	148	39,42,588	145	...	77,901
20th ditto	Muttra-Achnera	23	2,397	104	23	2,006	87	(b) 9,342	44	53,866	57	44,524	...
18th ditto	Kanra-Dharia Tramway	19	4,158	219	32	4,075	127	(c) 39,670	76	74,791	57	35,121	...
	TOTAL	9,119	9,70,184	311	9,183	9,26,460	291	1,85,37,811	146	1,95,72,339	162	14,31,569	...
18th Jan. 1883	<i>Native States.</i>												
	Bhavnagar-Gondal . . .	193	51,477	267	193	25,098	130	6,08,050	89	6,41,938	81	33,988	...
20th ditto	Nizam's	121	27,302	226	121	34,041	281	6,04,436	120	6,77,967	136	73,551	...
13th ditto	Mysore	58	3,959	58	86	9,882	115	1,21,668	50	2,42,230	68	1,20,552	...
13th ditto	Jodhpore . . . . .	...	...	...	19	1,187	62	...	...	(a) 16,524	29	16,524	...
	TOTAL	372	82,138	221	410	70,208	168	13,34,154	94	15,78,669	92	2,44,515	...
	GRAND TOTAL	9,794	9,98,322	668	9,960	9,96,668	536	11,21,58,981	280	11,42,22,283	281	24,09,333	...
	GROSS ESTIMATED EXPENSES	...	...	...	...	...	...	5,66,95,313	141	5,52,45,177	133	...	...
	NET RECEIPTS	...	...	...	...	...	...	5,54,63,668	139	5,89,77,106	148	37,00,042	...

(a) Returns for 1883 have not been received.

(b) Total receipts from 12th November 1881 to 14th January 1882.

(c) Total receipts from 6th July 1881 to 14th January 1883.

(d) Excluding Patna-Gya Railway figures.

(e) Total receipts from 21st June 1882 to 13th January 1883.

FOR WILLIAM,
13th 9th March 1883.

B. A. SARGEANT, Major, R.E.,
Offg. Under-Secretary.

GOVERNMENT OF INDIA.
DEPARTMENT OF FINANCE AND COMMERCE.

ANNUAL REPORT ON THE OPERATIONS OF THE POST OFFICE OF
INDIA, 1881-82.

No. 1142, dated Fort William, the 2nd March 1883.

RESOLUTION.—By the Government of India, Department of Finance and Commerce.

Read—

Report on the operations of the Post Office in India for the year 1881-82.

RESOLUTION.—The administration of the Post Office has continued to be marked by steady progress.

2. From 1st January 1882, money order exchanges were introduced with Victoria, Tasmania, China, Japan, the Straits Settlements, and Mauritius; and a new parcel post exchange came into operation with China. The reduction of the registration fee on inland book and pattern packets from four to two annas, which was sanctioned in 1879, took effect from the 1st August 1881, and represents from a financial point of view the most important event of the year. A new system was introduced under which the postage on newspapers to be transmitted by the inland post can be prepaid in cash; and a reduced rate of postage of $\frac{1}{4}$ anna only was at the same time allowed for all light newspapers posted under this system. Telephone offices under the charge of the local postmasters were experimentally established at Hazaribagh and False Point, and a set of rules was framed for working the telephone through the agency of the Post Office. Rules for the guidance of the public and the Postal Department, in regard to the important subject of Post Office Savings Banks, were prepared, but as Savings Banks were not opened until April 1882, a description of the measure and its results will find a place in the report for next year.

3. The number of Post Offices in existence at the close of the year was 4,819, as compared with 4,521 at the end of the previous year; and of letter boxes 7,190, as compared with 6,720, the number at the close of 1880-81. The number of village postmen was increased from 2,833 at the close of 1880-81 to 3,241 at the close of the year under report. A special and satisfactory feature of this development has been the increased employment of village schoolmasters in postal work.

4. The total number of articles given out for delivery during the year was 169,160,000, an increase of upwards of $6\frac{1}{2}$ per cent. on the previous year's returns. The highest percentage of increase, 13 per cent., is found under book and pattern packets; while the smallest percentage, about 5 per cent., is under newspapers. The number of paid letters given out for delivery was 99,144,000, an increase of 3.19 per cent.; of unpaid letters, 28,747,000; of post-cards, 21,953,000; of newspapers, 12,526,800; and of book and pattern packets, 2,387,000. Post-cards, which were introduced into India about four years ago, have rapidly increased in popularity, and show an increase of 48 per cent. during the year. It is remark-

able that this rapid increase has not been accompanied by any decrease in the number of letters. The number of registered letters has increased by 20 per cent., and contrary to expectation this increase has been simultaneous with a rapid increase in money order business. The decrease of 4 per cent. in the number of unpaid letters is a satisfactory feature, although the number of unpaid letters sent through the post, 28,747,000, is still very large. Including money orders, 171,804,000 articles were sent out for delivery. Of this number the proportion of articles delivered at once was about 96½ per cent.; but the greater part of the remainder were subsequently disposed of, as the percentage of articles ultimately deposited as dead amounts to only 36 on the total, or under ½ per cent.

5. It appears from the table given in paragraph 20 of the report that the average of letters and other articles per head of the population of British India is only .67. The Post Office is used most extensively in Scinde and Bombay, while Behar and Central India are most backward in this respect. It is shown that these figures correspond to a great extent with the development of commerce and education in the different Provinces of the Empire. Bengal, including Behar and Eastern Bengal, takes only the eighth place, and the Director General attributes this in some measure to the restrictions imposed by the Zemindary Dak Act.

6. The parcel post continues to maintain a rapid rate of development, the number of foreign parcels received by the Post Office having increased 300 per cent. since 1873-74.

7. A new Dead-Letter Office was opened at Karachi for the Province of Scinde, and a new Railway Mail Service Enquiry Office at Ajmere. The proportion of articles undisposible and deposited as dead continues to diminish in a satisfactory manner, the total number of articles having fallen from 673,108 in 1880-81 to 621,451 in 1881-82.

8. The gross value of ordinary postage labels sold was Rs. 45,93,551, a fall of Rs. 4,26,935, as compared with the previous year's receipts. The value of service postage labels sold was Rs. 13,91,105, an increase of Rs. 57,559. The sales of half-anna envelopes and half-anna labels constitute more than half the receipts under ordinary postage labels. The fall in the receipts under ordinary postage labels is shown to be merely nominal, being counter-balanced by increased receipts in cash. Up to the year 1880-81 the tendency was for the receipts in cash to diminish, but owing to an alteration by which money order fees and parcel postage are now credited in cash instead of in stamps, the tendency since 1880-81 has been towards an increase in the proportion of cash receipts and a decrease in the proportion of stamp collections.

9. Satisfactory expansion has again been recorded in the issue and payment of money orders, a branch of Postal business which was taken over from the Treasuries by the Post Office in January 1880. Compared with the previous year, the value of inland money orders issued has improved to the extent of Rs. 1,16,23,447, or more than 25 per cent.; while the commission realised is larger by Rs. 1,43,097. The number of money orders issued was 2,157,796 and the average amount of each Rs. 26-8, thus making an aggregate of about 5½ crores of rupees. The statement showing the issues and payments in the several Postal circles discloses certain remarkable peculiarities. In Madras, the Punjab, Behar, and Rajputana, the value of the applications for money orders nearly corresponds with the value of the money orders paid. In Eastern Bengal, the Central Provinces, British Burma, Scinde, Central India, and Assam, the value of applications is greatly in excess of payments; while

in Bengal, the North-Western Provinces, Oudh, and Bombay, payments are greatly in excess of applications.

In Foreign money orders a small, but not unsatisfactory, increase is recorded. But the value of the orders issued in India to all countries amounted to £103,251 only; while the value of Foreign money orders paid in India was only £8,183. The average rate of exchange was, for outward and inward transactions, 1s. 7d. 2½f., as compared with 1s. 7d. 3½f. in the previous year.

Exchanges with Ceylon, the Straits, China and Japan, and the Mauritius are effected in Indian currency. The exchange with Ceylon, begun in October 1880, shows a considerable development.

10. The value-payable post from a small beginning is with a reduced rate of commission rapidly developing into an important branch of postal business. The number of articles sent under the system in 1881-82 was 99,416, an increase on the previous year of 101 per cent., and the value of the articles Rs. 10,80,543, as compared with Rs. 5,76,574 in 1880-81. The amount of commission realised was Rs. 19,838, an increase of 48 per cent. on the previous year's receipts. The value of articles sent through the post under insurance was Rs. 7,65,23,221, which, as compared with the previous years, gives a slight decrease of 2·8 per cent. The insurance fees reached Rs. 1,90,980, and the losses amounted to Rs. 13,083.

11. The number of complaints from the public fell from 6,463 to 5,433, the decrease having taken place mainly in Bengal. A large proportion of the decrease in Bengal took place in Calcutta, and is ascribed by the Post Master General to increased efficiency due to a revision of the establishment of the Calcutta Post Office, and to the exertions of the Presidency Post Master. Of the complaints made, 273 related to the loss of articles posted in registered letters or parcels, and in only 51 instances was blame ascribed to members of the Postal Establishment. A remarkable instance of the carelessness with which valuable property is sometimes sent through the post and the temptations to which Postal servants are thereby exposed, is given in the report. A registered letter received in a damaged condition through the flimsiness of the envelope was found to contain 270 currency notes for Rs. 1,000 each, which had been sent uninsured.

12. The number of highway robberies, 31, shows a satisfactory decrease on the number, 49, recorded in the previous year. Nine of these robberies took place in the North-Western Provinces and seven in Rajputana, in addition to three attempts.

13. The total strength of the Postal establishment in India is stated to be 33,568 persons, as compared with 31,053 persons in the previous year.

14. The revenue from the purely Postal branch of the Department amounted to Rs. 87,04,259, an increase of Rs. 1,70,664 on the receipts of the previous year, and the expenditure to Rs. 79,58,765, an increase of Rs. 5,44,640. The receipts from the non-Postal branches amounted to Rs. 6,07,483, and the disbursements to Rs. 6,23,697.

The net result of the operations of the purely Postal Department was a surplus of Rs. 7,45,494, as compared with Rs. 11,19,470 in 1880-81, notwithstanding the reduction of the registration fee and of the postage on light newspapers. But the addition of items chargeable against the Post Office, which

do not appear in the regular accounts of the Department, converts this surplus into a net deficit of Rs. 5,61,647.

15. The thanks of the Government of India are due to Mr. Hogg for his able administration of the Department.

- Mr. Fanshawe.
- Lala Doulat Ram, Rai Bahadur.
- „ Ramoutar Sing.
- Babu Hirambo Chunder Mukerji.

16. The work done by the officers* of the Department mentioned in paragraph 58 of the Report also deserves public acknowledgment.

ORDERED, that this Resolution be communicated to the Director General of the Post Office of India, and that the Report and the Resolution be published in the Supplement to the *Gazette of India*.

D. M. BARBOUR,

Secretary to the Govt. of India.

ANNUAL REPORT

ON THE

OPERATIONS OF THE POST OFFICE OF INDIA

FOR THE YEAR

1881-82.

No. 11009, dated 30th December 1882.

*From—F. R. Hogg, Esq., Director General of the Post Office of India,
To—The Secretary to the Government of India, DEPARTMENT OF FINANCE.*

I HAVE the honour to submit the Annual Report on the operations of the Post Office of India during the year 1881-82.

2. The following eight countries joined the "Universal Postal Union," viz.:—Chili, Paraguay, Guatemala, Hayti, Barbadoes, St. Vincent, the United States of Columbia and Hawaii.

3. Money Order exchanges were introduced with the countries of Victoria, Tasmania, China (including Japan), the Straits Settlements and Mauritius, with effect from the 1st January 1882.

4. A new parcel post exchange was arranged with China, which also began to work from the 1st January 1882.

5. The subsidy for the maintenance of weekly communication with the United Kingdom and foreign countries is paid by the British Government, and all the sea postage realised by the Indian Post Office is credited to Great Britain as a set-off against the subsidy. The revenue of this service falls short of its cost and India's share of the net loss since the year 1869-70 is shown in the margin.

YEAR.	Net loss on the foreign mail service charged against India.	REMARKS.
	£	
1869-70	73,110	Adjusted amounts. The increase in 1876-77 and following years was caused by the reduction of postage carried out on 1st July 1876, when India entered the Union. The increase in 1879-80 is due to the reduction of postage introduced from 1st April 1879 under the Convention of Paris.
1870-71	69,150	
1871-72	68,110	
1872-73	61,072	
1873-74	54,770	
1874-75	57,170	
1875-76	53,125	
1876-77	66,686	
1877-78	70,749	
1878-79	71,051	
1879-80	83,160	The final calculation of the sums properly belonging to these years not having been received from London, the amounts shown have been estimated.
1880-81	71,051	
1881-82	70,000	

6. It was finally settled that the weekly contract steamer carrying the foreign mail should quit Bombay on Friday evenings during the fair season and on Tuesday evenings during the south-west monsoon.

7. Alluding to the disturbance caused to the Marine Post Office by the imposition of quarantine at Suez, the Post Master General of Bombay reports as follows:—

"The regular working of this branch of the service had been greatly interfered with during

the year by the quarantine restrictions at Suez. It was the object of the Post Office to prevent the mails from being brought into Bombay unsorted, but the uncertain action of the Egyptian authorities rendered it very difficult to make the necessary arrangements before hand. Finally, it was decided to limit the sea sorting to the voyage between Aden and Bombay and to utilize double sets for this purpose. The mail officers and their staff had to work under great disadvantages, as the space for sorting was limited and the work had to be done under great pressure and therefore without sufficient check. But the mails were always brought into Bombay disposed of, though the number of mistakes was necessarily larger than usual owing to the conditions under which the work had to be done."

8. Below will be found a list of Local Steam Services that existed at the close of the year :—

By the British India Steam Navigation Company.

- | | |
|---|--|
| (1.) Weekly communication between Calcutta and Rangoon <i>via</i> Chittagong, Akyab, Kyauk-Phyoo, Sandoway and Bassein. | } No. 1. Under a new contract with the local administration, Kyauk-Phyoo is now a weekly port of call throughout the year and Sandoway a weekly port of call during the fair season. |
| (2.) Weekly communication between Calcutta, Rangoon and Moulmein. | |
| (3.) Five-weekly communication between Rangoon, Penang and intermediate ports, the vessels running in connection with lines Nos. 1 and 4. | |
| (4.) Weekly communication between Moulmein and Singapore <i>via</i> Penang and Malacca. | } No. 4. Fortnightly communication only is provided under the contract, the additional trips being performed by the Company on its own account. |
| (5.) Fortnightly communication between Madras, Rangoon and intermediate ports on the north-east coast. | |
| (6.) Weekly communication between Calcutta and Bombay, touching at intermediate ports on the Coromandel and Malabar coasts. | |
| (7.) Semi-weekly communication between Bombay and Karachi, with a weekly continuation to the Persian Gulf. | |
| (8.) Fortnightly communication between Aden and Karachi. | } No. 8. Communication once in four weeks only is provided under the contract, the additional trips being performed by the Company on its own account. |
| (9.) Four-weekly communication between Calcutta and Port Blair with extensions to Camorta and Rangoon. | |
| (10.) Fortnightly communication between Rangoon, Tavoy and Mergui. | } No. 9. This line is under the control of the Military Department, the consideration given being not in the form of subsidy but of guaranteed rates for the transport of Government stores. |
| (11.) Weekly communication between Rangoon and Moulmein. | |
| | } Nos. 10 and 11. Under contract with the local administration. |

By the Irrawaddy Flotilla Company.

- | | |
|---|--|
| (12.) Weekly communication between Rangoon, Mandalay and intermediate ports, with a monthly extension to Bhamo. Subsidy Rs. 5,000 per mensem. | } Nos. 12 to 16. These lines are under the control of the local administration, the Post Office contributing Rs. 500 per mensem towards the subsidy for No. 13, and Rs. 125 per mensem towards the subsidy for No. 14. |
| (13.) Semi-weekly communication between Rangoon and Bassein. Subsidy Rs. 1,500 per mensem. | |
| (14.) Daily communication between Prome, Thyetmyo and Allammyo. Subsidy Rs. 500 per mensem. | |
| (15.) Weekly communication between Rangoon, Pantanaw and intermediate ports. | |
| (16.) Semi-weekly communication between Henzada and Bassein. | |

By other Agencies.

- | | |
|--|--|
| (17.) By the Burmese Steam Tug Company. Fortnightly communication between Moulmein, Tavoy and Mergui. Subsidy Rs. 1,500 per mensem. | } No. 17. Under the control of the local administration. |
| (18.) By Apcar & Co. (of Calcutta) and Jardine, Matheson & Co. (of Hong-Kong). Monthly communication between Calcutta, the Straits and Hong-Kong, the dates of departure being regulated primarily with reference to the Calcutta opium sales. No subsidy. | |
| (19.) By the Euphrates and Tigris Steam Navigation Company. Weekly communication between Basrah and Bagdad. | } No. 19. Under the control of Her Majesty's Secretary of State for India; the subsidy is £300 per mensem. Steamers run in connection with line No. 7. |
| | |

NOTE.—Nos. 1 to 9 are under the control of the Indian Post Office, by which a subsidy of Rs. 7,25,000 per annum is paid.

- (20.) By the Peninsular and Oriental Steam Navigation Company. Fortnightly communication between Calcutta and Galle, touching at Madras.
- (21.) By the Peninsular and Oriental Steam Navigation Company. Fortnightly communication between Bombay and Galle.

Nos. 20 and 21. These are non-contract lines maintained by the Company on its own account in connection with the China and Australian mail services. The Post Office pays by weight for the conveyance of mails forwarded by these non-contract services.

9. A service by sea worked by local native boats is maintained by the Government of Ceylon between Point Calimere on the Indian side and Kankasanturai on the Ceylon side.

10. In the year 1879 the registration fee on inland book and pattern packets was reduced from 4 annas to 2 annas. This reduction was extended to all classes of articles, both inland and foreign, with effect from the 1st August 1881, and represents in a financial point of view the most important event of the year.

11. A new system was started, under which the postage on newspapers to be transmitted by the inland post can be prepaid in cash. And a reduced rate of postage of $\frac{1}{4}$ anna only was at the same time allowed for all light newspapers, not exceeding three tolas in weight, posted under this system.

12. Envelopes embossed with a $4\frac{1}{2}$ -anna stamp, and two new postage labels of the value of 3 and $1\frac{1}{2}$ annas, were introduced, mainly for the prepayment of foreign correspondence.

13. A set of rules were framed for working the telephone through the agency of this Department; and telephone offices, under the charge of the local postmasters, were experimentally established at Hazaribagh and False Point.

14. Much consideration was devoted to the important subject of Post Office Savings Banks, and sets of rules were prepared for the guidance of the public and the instruction of the Department. But it was not till April 1882 that post offices were opened for the receipt of savings as deposits. Thus a description of the measure, together with a statement of its working results during the first 12 months, will find a place in the report for next year.

15. An increase was given to the pay of post masters, principally in the Province of Bengal, in the North-Western Provinces and in Oudh, the total cost of which exceeded Rs. 4,000 a month.

SECTION I.—POST OFFICES, LETTER-BOXES AND VILLAGE POSTMEN.

16. In Appendix No. I will be found for each postal circle the number of post offices, letter-boxes and village postmen existing at the close of the year

	No. at close of 1880-81.	No. at close of 1881-82.	Increase.
Post Offices	4,521	4,819	298
Letter-boxes	6,720	7,190	470
Village Postmen	2,833	3,241	408

under report as compared with the numbers of the previous year. An abstract is given on the margin. It exhibits great progress. Much has specially been done in the direction of entrusting school-

masters with postal work. The Post Master General of Bengal states that "it is quite impossible to satisfy all the applicants who would like to have school-master post offices in their villages."

SECTION II.—POSTAL LINES.

YEAR.	Railway.	Mail cart, horse and camel lines.	Runners and boats.	Sea.	TOTAL.
	Miles.	Miles.	Miles.	Miles.	Miles.
1880-81	9,465	3,020	31,977	14,308	58,769
1881-82	9,745	3,303	32,321	14,308	59,677
Increase	280	283	344	...	917

17. Statistics relating to postal lines for each postal circle are contained in Appendix No. II. A summary for the whole of India is given on the margin. Extension has taken place under every head except

that of "sea," the total increase being 917 miles.

SECTION III.—CORRESPONDENCE.

18. The correspondence returns are shown in Appendix No. III, of which an

YEAR.	Letters (including Post-cards).	Newspapers.	Parcels.	Book and Pattern Packets.	TOTAL.
1880-81 . .	143,538,105	11,942,304	1,080,808	2,105,570	158,666,886
1881-82 . .	153,093,671	12,526,800	1,152,070	2,387,282	169,159,823
Increase . .	9,555,566	584,496	71,262	281,712	10,492,067
Percentage increase.	6'66	4'89	6'59	13'38	6'61

abstract appears on the margin. Each heading exhibits satisfactory growth. Comparing the newspaper statistics for the first six months with the corresponding period of the previous year,

there appears a fall of 0·32 per cent. A similar comparison for the second half of the year gives an increase of 10·34 per cent. This sudden rise in the latter half of the year is doubtless due to the new system of paying newspaper postage in cash, coupled with the reduced rate for light papers introduced in November 1881. It may also be partially attributable to the repeal of the Vernacular Press Act in January 1882.

19. Letters and post-cards are subjected to a further analysis on the margin.

YEAR.	Post-cards.	Letters paid.	Letters unpaid.	Letters registered.	TOTAL.
1880-81 . .	14,865,121	96,075,868	20,834,536	2,712,690	143,538,105
1881-82 . .	21,953,265	99,144,325	28,747,295	3,248,788	153,093,671
Increase . .	7,088,144	3,068,657	—	536,100	9,555,566
Decrease . .	.....	.....	1,137,341	.....	.....
Percentage increase.	47'68	3'19	.....	19'76	6'66
Percentage decrease.	.....	.....	5'81	.....	.....

The most noticeable point is the very large increase in the number of post-cards, the introduction of which into India dates only from July 1879. It is satisfactory to notice that the great and rapid popularity of post-cards has not

been followed by any fall in the number of letters. Last year's report recorded a large decrease in registered letters to the extent of 10½ per cent. But the reduction of the registration fee from four annas to two annas in August 1881 has now produced an increase of no less than 19·76 per cent. Contrary to expectation this increase in the number of registered letters has not affected the growth of the money order branch of this Department as a later section will show.

20. A census having been taken during the year under report, it is interesting to compare the extent to which the post office is used in the several parts of India, and the average correspondence per head to the population of each locality. A table follows in which this information is exhibited:—

Average of letters and other articles per head of population.

POSTAL CIRCLES.	Population per square of February 1881.	LETTERS AND POST-CARDS GIVEN OUT FOR DELIVERY DURING 1881-82.		ARTICLES OTHER THAN LETTERS AND POST-CARDS GIVEN OUT FOR DELIVERY DURING 1881-82.		TOTAL.		REMARKS.
		Number.	Average per individual.	Number.	Average per individual.	Number.	Average per individual.	
Sind	2,413,823	3,375,311	1.39	336,921	.14	3,712,232	1.53	Excluding Beluchistan.
Bombay	23,166,845	28,913,475	1.25	2,777,363	.12	31,690,838	1.37	Including Baroda and Native States.
Punjab	22,712,120	19,486,151	.86	2,502,831	.11	21,988,982	.97	Including Native States and Khyber troops.
Bengal	38,242,204	24,085,255	.63	2,897,161	.08	26,982,416	.71	
{ Assam	4,881,426	2,709,134	.56	557,329	.11	3,266,463	.67	
{ British Burma	3,736,771	1,961,796	.52	546,797	.15	2,508,593	.67	
North-Western Provinces	33,461,578	18,825,214	.56	2,244,228	.07	21,069,442	.63	Including Rampore and Native Garhwal.
Madras	49,382,151	25,353,787	.51	3,503,692	.07	28,862,479	.60	Including Hyderabad, Mysore, Travancore, Cochin and Goa.
Central Provinces	14,221,184	6,820,599	.48	653,949	.05	7,474,548	.53	Including Benar.
Eastern Bengal	8,838,001	3,513,464	.40	430,179	.05	3,943,643	.45	
Oudh	11,387,741	4,234,297	.37	674,807	.06	4,909,094	.43	
Rajputana	10,729,114	3,513,751	.33	324,615	.03	3,838,366	.36	Including Ajmere.
Behar	22,416,656	6,834,521	.30	795,257	.04	7,629,778	.34	
Central India	9,261,907	2,669,531	.29	361,846	.04	3,031,377	.33	
TOTAL	253,681,821	152,296,276	.60	18,611,975	.07	170,908,251	.67	As no census figures are available for Beluchistan, the corre- spondence returns relating to that province, have been omitted.

21. While the population of Sind is smaller than that of any other postal circle, its commerce is extensive. To this cause must be ascribed the comparatively high average per individual of the correspondence in that province. The natural average of the Punjab is increased by its numerous hill stations and by the presence of a large body of European troops. Recruits for the native army are also to a considerable extent drawn from the Punjab, which doubtless adds to the correspondence of that province. Bengal has the advantage of a presidency town containing the largest European population to be found in India; yet its correspondence per head is only about half that of Bombay. If to Bengal be added the postal circles of Behar and Eastern Bengal, the average per head of correspondence of all kinds falls to '56, and Bengal would then occupy only the eighth place on a list of twelve circles. As pointed out in a later section, the restrictions imposed by the Zemindari Dāk Act tend to hinder the expansion of postal operations in the country which comprises the Lieutenant-Governorship of Bengal. In Assam the army and police contain numerous foreigners, and the European population of the province is also extensive. These causes, together with the use of imported labour, all add to letter-writing in a province where the education of the masses is very backward. The relatively high average of British Burma is due mainly to its commerce. Although education is far more advanced in that province than in any part of India proper, correspondence is not popular with the Burmans, who have never yet learned to appreciate the Post Office. When dealing with the Post Office in his report for the year 1880-81, the Chief Commissioner remarks that "nearly all the letters belong to the large seaport towns, and barely one letter in two hundred passes through the district post." It should be remembered that the correspondence returns given in this report are necessarily limited to articles delivered by post offices wholly or partially under the control of this Department. But besides Imperial Post Offices and District Post Offices under the management of officers of the Post Office, India contains several postal organisations in Native States and some postal systems in British territory, the control of which is entirely independent of the Imperial Post Office. Letters and other articles delivered under these organisations and systems find no place in the correspondence returns of this Department. This, of course, diminishes the real average per head in Rajputana, Central India and other similar places.

22. Another table is added which gives for each locality the percentage of population able to read and write. The figures are restricted to those entered in the census as "not under instruction and able to read and write," to the exclusion of the number recorded simply as "under instruction." Rajputana and Central India have been wholly omitted, as the necessary statistics for those postal circles are very imperfect. Without placing implicit reliance on the accuracy of these statistics, the results shown are nevertheless interesting.

Percentage of population that are able to read and write.

POSTAL CIRCLES.	Population per census of February 1881.	Number entered in the census of February 1881 as able to read and write.	Percentage that can read and write.	REMARKS.
British Burma	3,736,771	733,568	19.63	
Bombay (including Baroda and Native States)	23,166,845	998,435	4.30	Excluding Baroda and Native States, the percentage is 4.45.
Madras (including Hyderabad Mysore, Travancore, Cochin and Coorg)	45,382,151	2,066,022*	4.27	Excluding the population of Travancore and Cochin, the percentage is 4.55.
Bengal	38,282,204	1,384,442	3.61	
Sind (excluding Beluchistan)	2,413,823	79,832	3.30	
Eastern Bengal	8,838,001	280,781	3.17	
Carried over	124,819,795	5,543,080	.....

* The enumeration under this head for Cochin and Travancore not taken.

POSTAL CIRCLES.	Population per census of February 1881.	Number entered in the census of February 1881 as able to read and write.	Percentage that can read and write.	REMARKS.
Brought over	124,819,795	5,543,080	.....
Punjab (including Native States and Khyber troops)	22,712,120	585,213	2.57	Excluding the Native States, the percentage is 2.00.
North-Western Provinces (including Rampore and Native Garhwal)	33,461,878	815,400	2.43	Excluding Native States, the percentage is 2.46.
Oudh	11,387,741	251,496	2.20	
Behar	22,416,656	387,509	1.73	
Assam	4,881,426	81,430	1.66	
Central Provinces (including Berar and Feudatory States)	14,221,184	219,826*	1.54	Excluding the Feudatory States, the percentage is 1.76.
	233,900,800	7,884,251	3.37	

* The enumeration under this head not taken in Feudatory States.

23. Foreign correspondence is included in the general correspondence returns; but it is separately dealt with in the subjoined statement. As regards the exchange with the United Kingdom, each heading gives an increase; while the increase of letters sent from India is very large. It may be interesting to add that 50,911 post-cards were sent from India to the United Kingdom against 33,425 received in the opposite direction. As the statistics of exchanges with foreign Europe are taken only once every two years, the figures for the year under report are the same as those for the previous year.

Foreign Correspondence.

		ESTIMATED AGGREGATE NUMBER.		
		1880-81.	1881-82.	Percentage of Increase.
DESPATCHED FROM INDIA TO THE UNITED KINGDOM.	Letters (including Post-cards)	2,242,289	2,687,915	19.8
	Newspapers	286,434	290,099	1.2
	Books	425,405	451,567	6.1
RECEIVED IN INDIA FROM THE UNITED KINGDOM.	Letters (including Post-cards)	2,605,957	2,637,607	1.2
	Newspapers	2,230,508	2,262,852	1.4
	Books	1,612,460	1,772,392	9.9
GRAND TOTAL OF CORRESPONDENCE EXCHANGED WITH THE UNITED KINGDOM.	Letters (including Post-cards)	4,848,246	5,325,522	9.8
	Newspapers	2,516,942	2,552,951	1.4
	Books	2,037,865	2,223,949	9.1
DESPATCHED FROM INDIA TO FOREIGN COUNTRIES OTHER THAN THE UNITED KINGDOM.	Letters (including Post-cards)	614,707	614,707	
	Other articles	209,234	209,234	
RECEIVED IN INDIA FROM FOREIGN COUNTRIES OTHER THAN THE UNITED KINGDOM.	Letters (including Post-cards)	585,818	585,818	
	Other articles	393,788	393,788	
GRAND TOTAL OF CORRESPONDENCE EXCHANGED WITH FOREIGN COUNTRIES OTHER THAN THE UNITED KINGDOM.	Letters (including Post-cards)	1,200,525	1,200,525	
	Other articles	603,022	603,022	

24. Both inland and foreign parcels are included in the correspondence returns. The following statistics relate to foreign parcels only:—

Foreign Parcels.

Parcel Exchanges.	Total number of Parcels.		Average weight of each Parcel.		Net revenue derived by the Indian Post Office after deduction of Custom Duty and sums due to the Peninsular and Oriental Company.	
	1880-81.	1881-82.	1880-81.	1881-82.	1880-81.	1881-82.
<i>With United Kingdom.</i>	No.	No.	lb. oz.	lb. oz.	R	R
To India	52,018	59,812	6 0·42	5 13·08	95,538	1,04,712
From India	21,494	22,149	2 13·97	3 18·07	23,951	24,268
TOTAL	73,512	81,961	5 1·67	5 0·27	1,19,489	1,28,980
<i>With Continent of Europe.</i>						
To India	1,458	1,470	6 13·68	7 6·01	2,889	2,862
From India	2,906	3,004	4 14·12	5 1·41	4,560	5,016
TOTAL	4,364	4,474	5 8·65	5 18·43	7,449	7,878
<i>With Ceylon, Aden, China and Straits.</i>						
To India	900	943	2 0·30	1 12·44	370*	262
From India	1,481	1,462	3 8·05	3 1·36	2,911	2,529
TOTAL	2,381	2,405	2 15·08	2 9·16	3,281	2,791
GRAND TOTAL	80,257	88,840	5 1·02	4 15·87	1,30,219	1,39,649

* Ceylon retains its own collections, and no share is allowed to the Indian Post Office.

	No. of foreign parcels.
1873-74	21,923
1874-75	25,563
1875-76	35,819
1876-77	45,357
1877-78	59,183
1878-79	69,763
1879-80	73,211
1880-81	80,257
1881-82	88,840

25. From the marginal figures, it will be seen that the foreign parcel post continues to maintain a rapid rate of development.

26. The correspondence entered on the margin of paragraph 18, was disposed of in the following manner, which shows that the proportion of articles delivered to the whole was about 96½ per cent. :—

Sent out for delivery (including 2,645,129 Money Orders)	171,804,952
Received back undelivered	5,991,997
Balance actually delivered	165,812,955
Sent to Dead Letter Offices	2,400,803
	168,213,558

NOTE.—Of the number received back undelivered, some are subsequently delivered under re-issue, the remainder being sent to Dead Letter Offices.

27. *Dead Letter Offices.*—A new Dead Letter Office was opened at Karachi for the Province of Sind and a new Railway Mail Service Enquiry Office at Ajmere. Statistics relating to the working of the several Dead Letter Offices and Enquiry Offices are given in Appendix No. IV of which the following is

an abstract. The proportion of articles undisposable and deposited as dead continues to diminish :—

DEAD LETTERS.	NUMBER.		PERCENTAGE.	
	1880-81.	1881-82.	1880-81.	1881-82.
Total number of articles received in Dead Letter Offices	3,301,154	3,124,540		
1880-81. 1881-82.				
Deduct—				
Articles issued by Dead Letter Offices for delivery to the addressees or senders and received back again as undeliverable	170,308	153,868		
Articles transferred to other Dead Letter Offices	766,296	756,286	936,604	910,154
Net receipts to be disposed of by the Dead Letter Offices	2,364,550	2,214,386	100	100
Articles disposed of by the Dead Letter Offices, less the proportion of articles returned undelivered. {				
Disposed of by redirection to addressees	341,308	353,509	14.43	15.96
Disposed of by return to senders	1,350,184	1,239,426	57.10	55.97
Articles undisposable and deposited as dead.	673,108	621,451	28.47	28.07

28. *Postage Labels.*—Statistics relating to the sale of postage labels appear in the Appendices numbered V and VI, of which an abstract is given below. Notwithstanding the great success of inland post-cards, the demand for half-anna envelopes continues still to increase, the number sold during the year having risen from 37,898,120 to 42,717,382. As was to be expected, the reduction of the registration fee has augmented the sale of two-anna labels and diminished that of four-anna labels.

29. Although there has been a fall of Rs. 4,26,985 in the gross value of ordinary postage labels sold, this fall has been more than made up by increased cash receipts. Attention is invited to the following table, which exhibits the proportion of revenue collected in stamps and cash for the last eight years. There is a steady diminution in the proportion realised in cash, coupled with an augmentation in that derived from stamps up to the year 1880-81, when the cash proportion rises and the stamp proportion falls. This change is still more marked in the year under report. It is due, as explained in previous reports, to an alteration under which money-order fees and parcel postage are credited in cash instead of in stamps. And the recently introduced plan of prepaying newspaper postage in cash must tend still further to swell the cash receipts at the expense of stamp collections.

	1874-75	1875-76	1876-77	1877-78	1878-79	1879-80	1880-81	1881-82
	R	R	R	R	R	R	R	R
Total postage revenue	100	100	100	100	100	100	100	100
Cash	31.23	30.97	30.71	29.33	26.62	24.86	25.74	35.17
Proportion derived from ordinary stamps	52.08	52.37	52.29	53.87	57.30	58.76	55.91	49.25
Proportion derived from service stamps	16.69	16.66	17.00	16.80	16.08	16.38	15.35	15.58

30. Last year's report referred briefly to a revision of postage labels of all denominations. This revision consisted in an extension to Indian postage stamps of the system of manufacture employed for the new English 1d. stamps, at a considerable saving of cost, with special precautions designed to guard against fraud. The size of the labels were also increased to that of the English pattern, and a five-pointed star substituted as a water mark for the previously existing elephant's head.

Value of postage label.	Colour of postage label	Remarks.
$\frac{1}{4}$ anna	Deep green.	The colours chosen for the $\frac{1}{4}$ -anna, the 9 pies and the 2-anna stamps were made to harmonise with the colours used for stamps of corresponding values in countries belonging to the Universal Postal Union.
9 pies	Carmine.	
1 anna	Purple brown.	
$1\frac{1}{2}$ annas	Green brown.	
2 "	Bright blue.	
3 "	Orange.	
4 "	Olive green.	
6 "	Citron.	
8 "	Purple.	
1 Rupee	Grey.	

of manufacture was reduced from 1s. 0 $\frac{1}{2}$ d. to 6 $\frac{1}{4}$ d. per 1,000. During the year under report, the new stamps were not received in the country.

SECTION IV.—DISTRICT POST.

31. The district post was originally designed to supply the need for establishing official communication between the head-quarters of each district and the police and revenue stations in the interior. Funds for this purpose have always been provided either by the imposition of local cesses or by grants from Imperial revenue. Year by year the Imperial Post advances more and more into the interior of the country. It takes over and improves the old district post establishments, and applies the funds thus liberated towards further rural post extension. One common method of utilising district post money is by the employment of itinerant postmen who collect and deliver correspondence at outlying villages. Another method is the opening of small post offices under the management of local residents. Such is the course followed in most parts of India. But in Bengal the proceeds of the zemindari dak cess can only be expended on runners' lines or on post offices at police stations. Thus it is impossible to spend the money provided for district post expenditure in the way best calculated to improve the working of that organisation. Progress

under such a system can hardly be expected. For every step of the Imperial Post in the direction of taking over zemindari dāk burdens reduces by so much the income available for district post expenditure. This Department is thus offered no inducement to take over and improve the district post establishments in Bengal. Other minor difficulties also exist which hamper the administration of the district post in Bengal and tend to retard postal progress. A great deal of attention was bestowed on this subject by the Post Master General, Bengal, who proposes fresh legislation, the main features of which are the stereotyping of the existing rate of cess, the abolition of the present dual system of control and the removal of the prohibition against the employment of rural postmen out of the cess. The question is one of no small importance to the inhabitants of Bengal.

32. At the instance of the Chief Commissioner of British Burma, the management of the district post in portions of the Pegu and Irrawaddy Divisions was taken over by the Deputy Post Master General working under the orders of the local administration. This change was followed by the opening of 23 new post offices and 74 letter-boxes and by the entertainment of 22 village postmen. Early in the year the district post throughout the North-Western Provinces was subjected to a thorough revision.

33. Figures relating to the district post will be found in the following statement. But owing to the absence of a central office of account and to the difference of system followed in the several localities concerned, the statistics cannot be relied on as complete.

SECTION V.—MONEY ORDERS.

Inland Money Orders.

34. In January 1880 the business of issuing and paying money orders was

INLAND MONEY ORDERS.	Total number of Money Orders issued.	Total value of Money Orders issued.	Commission realised.
	No.	₹	₹
During the year 1874-75, being the last complete year prior to transfer to the Post Office.	216,408	80,24,722	1,05,873
During the year 1880-81, being the first complete year subsequent to transfer to the Post Office.	1,604,174	4,57,08,580	5,85,920
During the year 1881-82.	2,157,796	5,73,32,020	6,79,073
Percentage of increase over the year 1880-81.	3151	571	2070

taken over by the Post Office. This transfer was immediately followed by a very large accession of business. Satisfactory expansion has now again to be recorded, as the marginal abstract will show. Compared with the previous year, the value of inland

money orders issued has improved to the extent of ₹1,16,23,447 or more than 25 per cent., while the commission realised is larger by ₹1,43,097 than it was in 1880-81. ₹26-8 is the average amount of each order, and the aggregate of all the 2,157,796 orders issued falls not far short of 5½ crores of rupees. The number of money order offices has been increased from 5,201 to 5,421, being an addition of 220 offices. A statement, showing the issues and payments in the several postal circles, is given below :—

Inland Money Order transactions for each Postal Circle.

POSTAL CIRCLES.	ISSUES DURING 1881-82.			PAYMENTS DURING 1881-82.		
	Number of applications.	Value of applications.	Commission.	Number of Money Orders.	Value of Money Orders.	
		₹ a	₹ a		₹ a	
Bengal	441,032	99,00,115 2	1,24,905 6	448,216	1,11,07,668 2	2
North Western Provinces	279,512	64,77,482 3	70,084 1	393,568	1,01,44,698 5	5
Madras	303,381	73,67,024 0	93,901 15	306,126	75,62,917 5	5
Bombay	219,671	65,50,506 13	66,534 12	231,001	74,08,107 3	3
Punjab	212,570	57,28,491 4	68,412 14	184,320	60,82,376 7	7
Belar	141,004	33,31,458 15	41,031 2	140,193	34,15,755 11	
Oudh	67,001	15,05,748 11	18,821 2	177,205	38,91,641 0	0
Eastern Bengal	76,455	30,12,186 12	33,274 12	74,073	21,07,970 10	
Central Provinces	115,275	36,45,840 3	42,059 12	41,196	12,78,140 0	
British Burma	58,826	25,19,116 0	28,424 2	11,709	6,23,027 8	
Rajputana	52,039	16,17,737 2	18,822 8	32,501	13,93,128 0	
Sind	57,747	21,78,508 13	24,351 6	17,594	7,18,691 5	
Central India	69,460	21,39,119 11	24,296 6	15,883	6,18,552 10	
Assam	61,453	17,23,691 6	20,565 14	19,320	7,78,011 11	
Total for the year 1881-82	2,157,796	5,73,32,020 15	6,79,073 8	2,063,025	5,71,30,685 13	
Total for the year 1880-81	1,604,174	4,57,08,579 11	5,85,976 7	1,53,746	4,54,83,463 8	
Increase	553,622	1,16,23,447 4	1,43,096 12	523,279	1,16,47,222 5	

Foreign Money Orders.

New South Wales	} with effect from the 1st April 1881.
South Australia	
Western Australia	
Queensland	
Victoria	} with effect from the 1st January 1882.
Tasmania	
Mauritius	
Straits Settlements	
China and Japan	

35. Nine new exchanges have come into force during the year, as indicated in the margin.

36. Detailed below will be found the transactions with those foreign countries whose exchanges take place in sterling money. It will be seen that the orders

issued by India largely out-number its payments, and that there is a satisfactory increase under both headings :—

Foreign Money Order transactions in Sterling money.

COUNTRIES.	1880-81.				1881-82.			
	ORDERS ISSUED BY INDIA.		ORDERS PAID IN INDIA.		Orders issued by India.		Orders paid in India.	
	No.	Amount.	No.	Amount.	No.	Amount.	No.	Amount.
		£ s. d.		£ s. d.		£ s. d.		£ s. d.
United Kingdom	18,235	80,382 12 2	2,037	6,428 11 1	21,040	96,768 5 10	2,289	6,984 11 3
Germany	392	2,108 10 8	120	870 0 6	1,118	4,099 13 5	120	808 12 5
Italy	172	902 13 5	10	84 12 6	188	1,151 18 2	4	14 10 1
Switzerland	104	351 17 7	2	14 4 0	204	613 5 11	3	26 2 0
Denmark	30	270 10 0	4	22 10 6	25	195 7 10	0	91 8 10
Netherlands	4	22 2 10	5	24 9 11	17	61 10 0	3	10 17 11
New South Wales . . . . .	...	...	...	...	41	175 1 5	13	35 15 5
South Australia . . . . .	...	...	...	...	12	73 10 0	10	60 4 6
Queensland . . . . .	...	...	...	...	5	35 0 0	4	25 4 0
West Australia . . . . .	...	...	...	...	3	8 2 1	0	11 15 0
Victoria . . . . .	...	...	...	...	17	58 10 10	10	43 17 3
Tasmania . . . . .	...	...	...	...	6	20 2 0	...	...
TOTAL	18,990	90,187 15 8	2,178	7,144 17 11	23,336	103,251 3 0	2,471	8,189 7 8
Percentage of Increase . . . . .	...	...	...	...	22.85	14.55	18.45	9.85
Average amount of each Money Order . . . . .	...	4 14 10	...	3 8 4	...	4 8 5	...	3 6 2

Average rate of exchange, 1880-81

1881-82

Outward.

Inward.

s. d. f.

s. d. f.

1 7 3.48

1 7 3.48

1 7 2.4

1 7 2.4

37. The following figures relate to the transactions with those foreign countries whose exchanges are effected in Indian currency. The exchange with Ceylon, which began only in October 1880, has considerably developed.

Foreign Money Order transactions in Indian Currency.

	1880-81.				1881-82.			
	ORDERS ISSUED BY INDIA.		ORDERS PAID IN INDIA.		Orders issued by India.		Orders paid in India.	
	No.	Amount.	No.	Amount.	No.	Amount.	No.	Amount.
		Rs. A. P.		Rs. A. P.		Rs. A. P.		Rs. A. P.
Ceylon	285	10,419 9 0	177	14 0	1,850	90,415 5 0	750	32,479 3 0
Straits Settlements . . . . .	...	...	...	...	14	594 12 0	6	14 0
China and Japan . . . . .	...	...	...	...	6	378 8 0	3	14 0
Mauritius . . . . .	...	...	...	...	7	209 5 0	2	10 0
TOTAL	285	10,419 9 0	177	14 0	1,850	90,415 5 0	750	32,479 3 0
Average amount of each Money Order . . . . .	...	57 10 0	...	52 2 0	...	42 13 0	...	52 5 0

NOTE.—The Money Order exchange with Ceylon began on the 1st October 1880. The other three exchanges began on the 1st January 1883.

General.

38. A Statement of Money Orders forfeited during the year is now given :—

Balance outstanding in the Forfeited Register on the 31st March 1881.		Forfeited during the year.		Total.		FORFEITED ORDERS ISSUED, FORWARDED, AND LAPSED TO THE STATE DURING THE YEAR.								Balance standing on the Forfeited Register on the 31st March 1883.	
						Revised.	Renewed.	Lapsed to the State.	Total.	Number.	Value.	Number.	Value.		
Number.	Value.	Number.	Value.	Number.	Value.	Number.	Value.	Number.	Value.	Number.	Value.	Number.	Value.	Number.	Value.
	R. s. d.		R. s. d.		R. s. d.		R. s. d.		R. s. d.		R. s. d.		R. s. d.		R. s. d.
1,400	29,024 0	1,525	17,321 1	1,002	37,245 1	1,370	7,460	11,706	6	152	6	1,166	12,658 13	1,720	28,872 13

39. An abstract is added which represents the aggregate money order transactions both inland and foreign during the year :—

MONEY ORDERS BOTH INLAND AND FOREIGN FOR THE YEAR 1881-82.	ISSUES.			PAYMENTS.	
	Number of applications.	Value of applications.	Commissions.	Number of Money Orders.	Value of Money Orders.
		₹ a.	₹ a.		₹ a.
Inland	2,187,798	5,73,33,026 15	5,79,073 3	2,063,028	5,71,30,685 13
Foreign transactions in sterling money at prevailing rates of exchange	23,336	12,61,673 10	24,608 0	2,471	99,974 5
Foreign transactions in Indian Currency	798	33,661 12	291 12	7,543	3,94,666 11
TOTAL	2,181,918	5,86,27,362 5	7,03,972 15	2,073,038	5,76,25,330 18
Total for the year 1880-81	1,623,455	4,69,14,213 6	5,57,635 5	1,543,774	4,56,09,061 6
Increase	558,463	1,16,13,148 18	1,46,337 10	529,264	1,19,56,268 7
Percentage of increase	34.40	25.23	26.34	34.36	26.18

SECTION VI.—INSURANCE AND VALUE-PAYABLE.

Insurance.

40. Although there has been a considerable increase in the value of articles sent in insured letters, the value of parcels insured has diminished, as the sub-joined statement will show, the net result being a decrease of 2.84 per cent. This fall is due to the operation of the partial insurance system, under which risks arising out of highway robberies in Native States are not accepted by the Post Office.

Year.	VALUE INSURED.			Insurance fees.
	Letters.	Parcels.	Total.	
	₹	₹	₹	₹
1877-78, last quarter being the commencement of the system	6,66,320	18,60,191	25,26,511	13,230
1878-79	89,71,775	2,81,21,219	3,70,92,994	1,23,556
1879-80	1,63,35,058	5,34,31,161	6,97,66,219	1,97,790
1880-81	1,57,33,423	6,30,26,524	7,87,59,952	2,01,046
1881-82	1,79,69,808	5,85,53,413	7,65,23,221	1,90,980
Percentage of increase or decrease as compared with the year 1880-81.	Inc. 14.21	Dec. 7.10	Dec. 2.84	Dec. 5.01

	1880-81.	1881-82.
	₹ a p.	₹ a p.
Losses by accident or by departmental fraud or neglect	14,042 9 0	11,171 5 9
Losses by highway robbery in British territory	1,399 2 0	1,305 3 0
Losses by highway robbery in Native States	878 2 0	2,622 15 0
Value of property recovered	16,309 13 0	15,399 7 9
	5,897 0 2	2,315 9 10
Claims not preferred	10,422 12 10	13,089 13 11
	15 0 0	.....
TOTAL	10,404 12 10	13,083 13 11

41. Losses of all kinds connected with the insured mail, as well as the recoveries and other deductions, are shown on the margin.

Value-payable.

42. Under the system termed "value-payable," the Post Office receives articles undertaking to recover from the addressee on delivery and remit to the sender a sum of money under certain limits and restrictions. Owing to a change of system no figures were available when last year's report was written; but sta-

tistics have since been obtained and are given below. From a small beginning the system is rapidly developing into an important branch of postal business.

	Number of articles sent under the value-payable system.	Value declared for realisation.	Commission.
		R	R
1877-78 (from the commencement of the system in December 1877) 4 months	413	6,721	195
1878-79	7,408	1,32,109	3,942
1879-80	25,589	3,49,857	11,498
1880-81	49,389	5,76,574	13,413
1881-82	99,416	10,80,543	19,838
Percentage of increase over the year 1880-81	101.29	87.41	47.90

Note.—On the 1st August 1880 the rate of commission for value-payable articles was reduced to the money order scale being about one-half that of the previous scale.

SECTION VII.—MISCELLANEOUS.

43. *Security taken from Post Office servants.*—As explained in previous reports, security is taken from postal servants under a system of subscription controlled departmentally. A statement showing the operations of the security fund is given below :—

Receipts and charges of the Security fund.

RECEIPTS.	NUMBER OF EMPLOYEES.		AMOUNT OF SUBSCRIPTION.			CHARGES.	AMOUNT.
	First half year.	Second half year.	First half year.	Second half year.	Total.		
			R	R	R		R
Balance					1,81,830		
Interest on balance at 4½ per cent. for two months							1,263
Interest on balance at 3½ per cent. for 10 months							5,682
Sundry receipts					6,945		
(a) Pensionable.					182	(a) Pensionable.	
Imperial	7,693	7,913	7,693	7,913	15,606	Sums decreed against the fund	5,861
District	373	342	373	342	715	Rateable refunds to subscribers	1,035
TOTAL	8,066	8,255	8,066	8,255	16,321	Cost of establishment	910
(b) Non-pensionable.						TOTAL	7,806
Imperial	11,782	12,154	5,891	6,077	11,968	(b) Non-pensionable.	
District	3,382	3,377	1,691	1,688	3,379	Sums decreed against the fund	1,894
TOTAL	15,164	15,531	7,582	7,765	15,347	Cost of establishment	910
GRAND TOTAL					2,20,625	TOTAL	2,804
						Total charges	10,610
						Balance at credit	2,10,015
						GRAND TOTAL	2,20,625

	1880-81.	1881-82.
	Rs.	Rs.
Returnable portion	80,768	92,540
Non-returnable portion	1,01,072	1,17,475
Total balance	1,81,830	2,10,015

44. *Complaints from the public*, which came to the notice of the heads of the several postal circles, fell from 6,463 to 5,483. This decrease of 1,030 complaints took place mainly in Bengal. In Calcutta alone there was a diminution of 583 complaints, which the Post Master General ascribes to increased efficiency due to the extensive revision of the Calcutta Post Office establishment referred to in last year's report, and to the exertions of the Presidency Post Master.

45. An analysis of complaints relating to the loss of articles posted in registered letters or parcels is given below. The total number of such complaints fell from 295 to 273, and in only 51 instances was blame ascribed to members of the postal establishment:—

	Registered letters.		Parcels.		TOTAL.	
	1880-81.	1881-82.	1880-81.	1881-82.	1880-81.	1881-82.
I.—Cases in which the enquiry showed either that no loss had occurred, or that the loss had not occurred through the fault of postal officials.	79	81	49	62	128	143
II.—Cases in which the postal establishment was proved to be in fault, or in which there was strong ground for believing it to be so.	28	26	33	25	59	51
III.—Cases in which no definite conclusion was arrived at.	48	25	60	34	108	59
TOTAL	155	132	142	121	295	273

Class I includes 8 insured cases under the head of registered letters, and 18 insured cases under the head of parcels.

Class II includes 8 insured cases under the head of registered letters, and 8 insured cases under the head of parcels.

Class III includes 8 insured cases under the head of parcels.

46. Appendix No. VIII contains a statement of offences punishable by law committed by postal officials. An abstract is given below. It shows a further diminution of crime.

	1880-81.	1881-82.
Number of legal convictions	194	159
Number of cases punished departmentally	67	58
	<u>261</u>	<u>217</u>

47. Illustrative of the temptation to which postal servants are sometimes exposed through culpable carelessness on the part of the public, the following case may be instanced. A registered letter having reached Jessore in a damaged condition, was there examined by the superintendent of the division and found to contain 270 currency notes for R1,000 each, the total value being R2,70,000. These heavy and valuable enclosures had been put in an envelope made of thin Bally paper, and posted without the protection of insurance, the only precaution taken being the addition of a piece of paper containing an inventory of the notes. A curious instance of swindling by means of the Post Office has been reported to me also from Bengal. Under the assumed name of a non-existing firm, a man advertised from Barrackpore for a large number of clerks, specifying the salaries that would be given, and enjoining applicants to enclose one anna for a reply. Hundreds of applications, together with the stamps, were received by the advertiser. These applications were all answered by the one stereotyped reply "writing not approved" enclosed in a half-anna envelope. The man is said to have made from R15 to R18, before the imposture was discovered. He further imposed upon credulous correspondents by undertaking to get them desirable appointments, if a sum of money was paid to him in advance. From one Bengali, certainly, he obtained a remittance of R35. The offender was prosecuted and punished.

POSTAL CIRCLES.	1880-81.			1881-82.		
	NUMBER OF HIGHWAY ROBBERIES.			Number of Highway Robberies.		
	British Territory.	Foreign Territory.	Total.	British Territory.	Foreign Territory.	Total.
Bengal	...	...	...	...	...	...
Madras	0	3	3	...	...	...
Bombay	4	6	10	2	1	3
North-Western Provinces	7	...	7	2	...	2
Punjab	8	2	10	2	1	3
British Burma	...	...	...	...	...	...
Central Provinces	...	...	...	...	...	...
Oudh	...	1	1	...	1	1
Rajputana	2	...	2	...	...	...
Assam	1	1	2	...	7	7
Behar	...	...	...	...	...	...
Eastern Bengal	3	...	3	2	...	2
Sind	...	...	...	...	...	...
Central India	...	10	10	...	1	1
TOTAL	25	24	49	17	14	31

48. Highway Robberies.—

There has been a satisfactory decrease in the number of highway robberies, as will be seen from the marginal abstract, to which is added a summary relating to this class of crime during the last five years.

YEAR.	British Territory.	Foreign Territory.	TOTAL.
1877-78	...	...	...
1878-79	34	18	52
1879-80	28	18	46
1880-81	26	13	39
1881-82	25	24	49
	17	14	31

49. A statement follows detailing the localities in which the robberies occurred:—

1881-82.

POSTAL CIRCLES.	BRITISH TERRITORY.			FOREIGN TERRITORY.		
	Names of Districts.	Number of highway robberies.	Number of attempts at highway robbery.	Names of Native States.	Number of highway robberies.	Number of attempts at highway robbery.
BENGAL	Midnapore	...	1	Mysore.	...	...
	...	...	1		...	...
MADRAS	North Arcot	1	1		1*	1
	Godaveri	1	...		...	...
	Trichinopoly	...	1		...	...
BOMBAY	Kanara	2	2		1	1
	...	2	...		...	...

NORTH-WESTERN PROVINCES.	Agra	3	...		...	...
	Jhansi	1	...		...	...
	Gorakhpur	1	...		...	...
	Aligarh	3	...		...	...
	Fatehgarh	1	...		...	...
		9	...		...	...

* This relates to a robbery of the Anshel or Mysore local post and occurred on a line not controlled by the Imperial post.

POSTAL CIRCLES.	BRITISH TERRITORY.			FOREIGN TERRITORY.		
	Names of Districts.	Number of highway robberies.	Number of attempt at highway robbery.	Names of Native States.	Number of highway robberies.	Number of attempts at highway robbery.
PUNJAB . . .	{ Dera Ismail Khan. Rawal Pindi .	1	...	Wazeri Territory	1	...
		1	...			
		2	...		1	...
CENTRAL PROV- INCES.	. . .	...	...	Bhopal . . .	1	...
		...	...		1	...
ODDH . . .	{ Gonda . . . Kheri . . .	...	1			
		...	1			
		...	2		...	...
RAJPUTANA . . .	. . .	...	...	{ Meywar . . . Jeypore . . . Dungarpur . . . Bandi . . . Pali . . .	5	...
					1	...
					1	1
					...	1
					...	1
					7	3
BEHAR . . .	{ Patna . . . Arrah . . .	1	1			
		1	...			
		2	1		...	...
SIND . . .	. . .	...	...	Beluchistan . .	1	...
					1	...
CENTRAL INDIA . .	. . .	...	...	{ Gwalior . . . Chatarpur . .	2	...
					1	...
					3	...
	TOTAL .	17	6		14	4

Total (British) 17, besides 6 attempts.

Total (Foreign) 14, besides 4 attempts.

50. In the North-Western Provinces cases (9 in number), convictions were obtained in four instances and the greater part of the stolen property was recovered. In the Rajputana cases (7 robberies and 3 attempts), convictions were obtained in five instances, but no property was recovered. In the Punjab cases (3 in number), no convictions were obtained, and portions only of the plundered mails were recovered. In the Central India cases (3 in number), there were no convictions, and the amount of property recovered was very small. In the remaining cases (9 robberies and 7 attempts), there were only two instances of conviction, but the mail plundered was for the most part recovered.

51. One of the Punjab robberies was attended with the murder of the runner who carried the mail. In the Beluchistan case, the horseman conveying the mail was killed and a similar calamity befell a mounted escort in one of the Rajputana instances. Another runner lost his life in the Terai districts of the North-